DOCUMENT RESUME

ED 309 665 HE 022 004

AUTHOR Malpass, Leslie F.
TITLE What's Past Is Prologue: The Board of Governors of State Colleges and Universities in Illinois, 1965-1987.
INSTITUTION Western Illinois Univ., Macomb.
PUB DATE 88
NOTE 119p.
AVAILABLE FROM Office of the President, Sherman Hall, Room 209, Western Illinois University, Macomb, IL 61455 (free).
PUB TYPE Reports - Descriptive (141) -- Tests/Evaluation Instruments (160)

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Affirmative Action; Board Administrator Relationship; Collective Bargaining; *College Administration; College Faculty; College Students; Computer Uses in Education; Enrollment; Financial Support; *Governing Boards; Higher Education; Questionnaires; Salaries; *State Boards of Education; *State Colleges; State Surveys; *State Universities
IDENTIFIERS *Illinois

ABSTRACT

A history of the Board of Governors of State Colleges and Universities in Illinois is presented. Nine sections are as follows: governance in higher education (the distant and recent past and roles and responsibilities of governing boards); the context of higher education in Illinois; the board of governors of state colleges and universities: structure, mission, and functions; board leadership (board chairpersons, administrative leadership); the board's raison d'etre: the universities; the students (enrollments, educational costs and financial assistance); the faculty (staffing and salary patterns, collective bargaining, relationships between the Board and the faculties); other major issues (affirmative action, the Cooperative Computer Center in Chicago, interactions with other state agencies); and "what's past is prologue." An appendix provides the following: a list of members of the Board of Governors of State Colleges and Universities, 1965-1988; a list of chairpersons for the Board of Governors, 1965-1987; names of the chief executive officers of the Board of Governors, 1965-1988; presidents of the Board of Governors, 1965-1987; a list of interviewees; a copy of the questionnaire used in gathering the history of the Board of Governors; and a list of respondents to the questionnaire. Contains 50 references. (SM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED309665

WHAT'S PAST IS PROLOGUE:

The Board of Governors of State Colleges and Universities in Illinois

BY

LESLIE F. MALPASS

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Leslie F. Malpass

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

HE 022 004

WHAT'S PAST IS PROLOGUE:
THE BOARD OF GOVERNORS OF STATE COLLEGES AND UNIVERSITIES IN ILLINOIS, 1965-1987

by

Leslie F. Malpass

Western Illinois University

1988

Additional copies can be obtained from:

Office of the President
Sherman Hall, Room 209
Western Illinois University
Macomb, IL 61455
309/298-1824

Copyright © 1988 by

Leslie F. Malpass

Printed in the United States of America.
All rights reserved.

Library of Congress Catalog Card Number: 88-26159

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS..	v
FOREWORD	vii
GOVERNANCE IN HIGHER EDUCATION	
The Distant Past	1
The Recent Past	3
Roles and Responsibilities of Governing Boards	8
THE CONTEXT OF HIGHER EDUCATION IN ILLINOIS	10
THE BOARD OF GOVERNORS OF STATE COLLEGES AND UNIVERSITIES: STRUCTURE, MISSION AND FUNCTIONS	
Missions and Functions	17
BOARD LEADERSHIP	
Board Chairpersons	21
Administrative Leadership: The Chief Executive Officers	26
THE BOARD'S RAISON D'ETRE: THE UNIVERSITIES	
Chicago State University	33
Eastern Illinois University	35
Governors State University	38
Northeastern Illinois University	40
Western Illinois University	42
Relationships Between the Board of Governors, its Staff and the University Presidents	44
THE STUDENTS--FOR WHOM THE BELL TOLLS	
Enrollments	51
Educational Costs and Financial Assistance	58
THE FACULTY	
Staffing and Salary Patterns	63
Collective Bargaining with the Faculty	67
Relationships Between the Board and the Faculties	71
OTHER MAJOR ISSUES	
Affirmative Action: A Reprise	73
The Cooperative Computer Center in Chicago and Common Computer Software for the BOG System	76
Interactions With Other State Agencies	78
WHAT'S PAST IS PROLOGUE: WHITHER THE BOARD OF GOVERNORS SYSTEM?	84

Table of Contents (cont'd)

	Page
APPENDIX	91
REFERENCES	103
INDEX	111

ACKNOWLEDGMENTS

When the Board of Governors of State Colleges and Universities accepted my resignation from Western Illinois University a year before its effective date, a momentary madness seized me and I volunteered to write a history of the Board and its activities. The offer was accepted and I was under obligation.

Fortunately, many people provided assistance in the collection of materials and the preparation of the manuscript. Mrs. Nancy Froelich and Chancellor Tom Layzell encouraged me throughout the period. Marilyn Taylor and Norma Millmeyer prepared documentary materials; the staff of the Western Illinois University Library generated bibliographical information; Frank Covey provided information about computer matters; members of the Board, the Board staff and colleagues in the five BOG universities submitted responses to a questionnaire and seventeen of them were interviewed. Stanley Rives, Frank Matsler, Richard Dunn, Jack Bleicher and Tom Layzell reviewed the entire manuscript and made many helpful suggestions with regard to substance and style. Allan Watson, Richard Novak and Joanna Peterson, staff members of the American Association of State Colleges and Universities, assisted with the section on governance in higher education.

Barbara Mason was of inestimable help in preparing and typing the manuscript and in serving as general factotum for the entire enterprise; Paul Stubblefield prepared it for printing by the WIU printing press.

To all of them, and to my patient and understanding wife, Winona, I express deep appreciation. None of them is responsible for opinions expressed. I accept responsibility for the limitations of presentation.

Finally, I am grateful to President Ralph Wagoner, Western Illinois University, for providing the financial requirements of the project. Without his help, the efforts of all the others would have been in vain.

Leslie F. Malpass

FOREWORD

Every philosophy student quickly learns that the present vanishes as it exists. The "now" becomes the past; the past is the basis for what is to come. Shakespeare said it well in The Tempest, "What's past is prologue."

Of course there is a constancy that transcends the immediate; patterns of behavior emerge, institutions are defined by their organization and activities, societal mores and folkways emerge from the continuity of events. What went before determines, in large part, what is to come. Yet the more things change, the more they remain the same.

It is in this sense that we look to the past--the distant and the recent past--to obtain clues about what can be expected in the future. It is in this sense that a review of the past achievements--the successes and the travails--of the Board of Governors of State Colleges and Universities in Illinois provide a pattern to chart expectations and desires. It is my hope that this review of the statewide governance system in Illinois and the Board of Governors which is embedded in it, together with a citation of some major issues with which the Board has dealt in its 23-year history, holds some interest not only for those who are familiar with the Board of Governors as a unique system but also for those who may see it as a microcosm of higher education governance in the United States today.

GOVERNANCE IN HIGHER EDUCATION

Generally speaking, men and women who serve on governing boards or coordinating councils of public colleges and universities are successful, dedicated, service-oriented, hard-working individuals whose efforts contribute significantly to the progress of the institutions, or groups of institutions, which operate under their responsibility. These people simultaneously protect the public interest and the integrity and quality of public higher education. Since membership on these boards is without compensation, members are not motivated by personal gain, except for the satisfaction they receive for their contributions to board activities and the recognition they obtain from their appointment or election. Whence this tradition of having lay governing boards guide public institutions while protecting the public interest? The story begins no later than the 11th century, in Italy.

The Distant Past

The first formal college in Europe was founded in Bologna, Italy. Students formed a guild and exerted governing authority in all matters except degree requirements (1). Professors taught and students "governed." Gradually, however, this system changed as universities developed in other areas of Italy and other European countries. The church, royalty and municipalities began sharing, if not bearing, the costs of higher learning. They delegated functions and duties to the professors, called "Masters." The concept of shared governance born of these early years has been a characteristic of European and U.S. higher education ever since. The professoriate formed themselves into teaching guilds. The sponsors of the university--church,

royalty or municipality--dealt with the business of the universities and students maintained rights and privileges, among them the evaluation of the professors and the curriculum.

Both the state and the church became more deeply involved in the sponsorship of formal colleges and universities throughout the Renaissance. The concept of shared governance in academic matters remained strong.

The University of Paris rapidly became one of the most prestigious institutions on the continent and, when Oxford University was founded in 1168, it used the University of Paris as its governance model. Many schools by this time were struggling for independence from the concept of Divine Revelation. Professors sought less interference from the church and more autonomy for the professoriate. By the 16th century, universities in such diverse places as Edinburgh, Leyden and Geneva were put under the sponsorship of lay governing boards who received recommendations about curriculum and instruction from the faculties of the major schools (typically, the arts, law, theology and medicine) and appointed the Rector. Thus the major functions of governing boards evolved early on.

Because New England by its very name reflects a predisposition to English custom, it is not surprising that Harvard College, founded in 1636 as the first American institution of higher learning, should develop a governance system similar to that of its English predecessors. A lay Board of Overseers was charged with "protecting the interests of the Commonwealth and the church" and with "preventing the President and Fellows from doing anything unwise." Yale, established in 1701, was initially governed by a group of ministers. The University of North Carolina, which was chartered in 1792 and which opened its doors to students in 1795, lays claim to being the first public institution of higher learning in the United States, with the General Assembly providing a governing board consisting of representative citizens of the State. There-

after, the growth of U.S. public higher education was rapid, augmented in 1865 by the Morrill Act, which provided funds for the establishment of public "Agricultural and Mechanical Arts Colleges" from the sale of public lands.

The Recent Past

As higher education expanded in the United States throughout the 19th century, private colleges and universities established corporations headed by Boards of Trustees while state legislatures delegated governing responsibilities to elected or appointed lay boards. In both cases, board members were expected to develop governing policies and operating procedures for institutions under their jurisdiction and to approve operating and capital budgets. They delegated the administration of academic activities, property, student activities and related matters to the presidents.

Governing boards tended to be dominated by business and professional men until after World War II, when the GI Bill of Rights helped to generate tuition support for an unprecedented number of young people who otherwise could not have afforded a college education. The dramatic increases in student enrollment also prompted the expansion of existing campuses and the creation of new ones. This was especially true in urban areas, where older, married and employed veterans wanted the option of attending college while remaining in the work force and beginning their families. Access to higher education became a rallying cry for urban legislators, who promoted the founding of new campuses in their respective communities.

As the size and number of public universities increased during the 1950s and 1960s, and as skyrocketing costs drew greater attention from the taxpaying public, state leaders sought ways to reduce the time required to deal with the appropriations requests from higher education.

This led to experiments in centralizing the number of governing boards for institutions whose presidents had direct contact with legislators and officials in the executive branch of government.

Mingle (2) has summarized the major types of coordinating and governance functions demonstrated by state or sector boards or by a single board. He categorizes the patterns among: (a) Advisory coordinating boards, which usually are combined with sector-wide governance structures for large numbers of similar institutions, and which are advisory to the legislature; (b) Regulatory coordinating boards, which tend to exist in states with autonomous institutions governed by separate boards or systems of boards; and, (c) Consolidated governing boards, which are often used in states with relatively homogeneous sets of institutions. Michigan is one of the few states which does not have a state executive board for higher education. Each public university has its own governing board which reports directly to the legislature.

In fact, North Carolina had become the first state to generate a consolidated university system years before the post-war enrollment crunch. In 1931, the General Assembly merged the university in Chapel Hill, North Carolina State College in Raleigh, and the Women's College in Greensboro into the Consolidated University of North Carolina, under one Board of Trustees and one President. Campus chief executives were titled Chancellors. Three additional campuses were added between 1965 and 1969 and, by action of the General Assembly in 1972, the remaining ten public institutions of the State were brought into the UNC system. The Board of Governors, whose 32 members are elected by the General Assembly for eight-year terms, is the policy-making board of the consolidated university. It elects a president who administers the university system. Each campus has a Board of Trustees, consisting of eight members elected by the Board of Governors, four appointed by the Governor and,

usually, one ex-officio member. Each Board of Trustees holds extensive powers over campus operations and academic matters on delegation from the Board of Governors. The state-wide board and its president present budgets for the system to the General Assembly, allocate academic programs among the constituent campuses and monitor their performance, choose or approve major administrative appointments on the campuses and approve all tenured faculty appointments. The constituent institutions, under their respective Boards of Trustees, fulfill their educational missions.

Virginia developed a regulatory coordinating board. Under this model, an appointed group of citizens selects an Executive Director who is given the responsibility, in concert with the presidents of the public universities, to recommend state-wide policies to the General Assembly and to coordinate and present annual budgets of the constituent institutions. Each university has its own Board of Visitors, appointed by the Governor, which performs essentially the same functions as the Boards of Trustees in North Carolina.

California developed a tiered system of state-wide governance. Three systems operate independently of, but, cooperatively with, each other. They are coordinated by the California Post-Secondary Commission which, with the system head, reports to the state legislature and Governor for final coordination of annual budget requests, based on reviews of accomplishments and projections for the future. The University of California System is composed of doctoral-granting universities. Only the top ten percent of California high school graduates qualify for admission to them and these institutions receive the highest appropriations-per-campus from the State. The California State University System is composed of 19 universities located throughout the state which offer baccalaureate and Masters degrees only. They provide alternative enrollment opportunities for high school graduates, including those who do not graduate in the top ten percent as well as those who choose not to

enroll in them. A third tier of the California system is composed of community colleges, which provide two-year collegiate transfer as well as technical-vocational associate degree programs. California community colleges have been emulated throughout the United States both in terms of the quality and diversity of programs and even in terms of their architecture. (Rock Valley College in Rockford, Illinois, for example, used the architectural plans of Foothill Community College in designing its own campus.)

There are many variations on these three types of systems. Massachusetts, New York, Texas, Pennsylvania, Louisiana and other states have generated systems appropriate to their circumstances. Illinois is the only state to have developed a "System of Systems" for higher education governance. It will be discussed more fully in a succeeding section.

Although financing of higher education was the prime raison d'etre for centralizing higher education governance after World War II, other common policy-making functions are reflected in the 50 state-wide governing boards and coordinating councils now in existence. These boards and coordinating councils determine the budgets which are to be presented to their respective legislatures, approve degree programs and establish state-wide admission requirements (including the percentage of out-of-state undergraduate students to be admitted), the relative emphasis to be placed by various institutions on research and public service, and derivatively if not directly, the duties and responsibilities of the faculty. The rapid development of centralization in higher education governance led to serious concern on many campuses during the 1950s. Centralization was seen by some as a threat not only to institu-

tional autonomy but even to academic freedom.[1] These concerns were summarized in a landmark study by Berdahl describing the missions, structures, policies and practices of state-wide governing boards and councils (4). Berdahl's work has been used widely as a reference by those involved in higher education governance and administration.

Mingle (2), the Executive Director of the Association of State Higher Education Officers, has observed that "despite impressive accomplishments during the past 30 years, state coordination remains the subject of much dissatisfaction."

The sources are both institutional and legislative and reflect long-standing unresolved, and sometimes unresolvable, issues in higher education as a whole." (3) Among issues noted by legislators, for example, are unnecessary duplication of some academic programs; unmet state needs; failure to commit to quality despite protestations of higher education leaders; bureaucratic roadblocks (which have been criticized as well by higher education officials with respect to legislators); and, undifferentiated missions of some higher education components.

Despite such criticisms, centralization of higher education governance generally has brought more efficient and orderly presentations to lawmakers and other relevant state officials responsible for budget allocations. There seems to be general agreement that such centralization will continue.

---

[1]Although there are many definitions of "academic freedom," practically all of them include three major concepts: (1) the freedom to pursue creative intellectual inquiry regardless of how the findings might vary from conventional ideas, (2) the freedom to arrange information into courses and curricula relevant to societies needs and interests, and, (3) institutional freedom to allocate its resources.

Roles and Responsibilities of Governing Boards

The Association of Governing Boards of Universities and Colleges (AGB), which represents virtually all public and private higher education governing boards in the United States, has developed a straightforward set of guidelines for the effective governance of institutions of higher learning. The AGB sponsors annual national meetings, provides consulting assistance for boards and has generated publications easily available to board members throughout the United States.

Several other national organizations have been organized in response to the desires of different groups of higher education institutions. The Association of American Universities represents a prestigious group of doctoral-granting institutions. The National Association of State Universities and Land Grant Colleges provides an affiliation for land-grant institutions. The American Council on Education (ACE) is composed of both public and private colleges and universities. It provides an "umbrella organization" for the higher education community. The Association of Higher Education is an individual-membership organization which provides a forum for intellectual discourse. The American Association of Community and Junior Colleges (AACJC) represents the interests and concerns of two-year post-secondary institutions. There are several organizations which deal with broad issues affecting all of education, such as the Education Commission of the States. These organizations, together with others representing private colleges and universities exclusively, are concerned with governance as well as other academic issues.

The American Association of State Colleges and Universities (AASCU) is a national organization composed of more than 350 public colleges and universities, including all five universities in the BOG system. In 1985, AASCU published a statement which describes the role and responsi-

bilities of various constituencies associated with the governance of public colleges and universities (5). The statement clarifies relationships between campuses, system offices and governing boards and between each of them and state government. For example, state governments are charged with the provision of adequate funding so that public universities can meet their educational goals. Governing boards, according to AASCU, should have ultimate authority over the campuses, both by providing policies which guide the institutions and by recommending budgets for them. The statement suggests that direct oversight of the campuses should be vested in a chief executive officer (CEO) hired by the board on advice of the campus presidents. Board policy should specify the roles of the CEO and the campus presidents and the authority relationships between the two.

The AASCU statement recommends that the chief roles of the campus presidents are to implement board policies, to administer the campus, to recommend the best administrative and faculty personnel available to carry out the institution's missions and to recommend faculty members for tenure. The AASCU statement also delineates faculty, staff and student rights and responsibilities. It is interesting to note that these guidelines had been initiated by the Board of Governors of State Colleges and Universities prior to and independent of the publication of the AASCU statement.

THE CONTEXT OF HIGHER EDUCATION IN ILLINOIS

In the Fall of 1987, Matsler and Hines published an illuminating book titled State Policy Formation in Illinois Higher Education (6). They describe the legislative action which authorized the first state-wide Board of Higher Education in Illinois. Mr. Ben Heineman, President of the Chicago and Northwestern Railway, was named the first Chairman and Dr. Richard Browne became its first Executive Director. Dr. Lyman Glenny joined the IBHE staff in August, 1964. Following a mandate in Senate Bill 766, which defined the Board and its operations, Browne and Glenny embarked on an ambitious planning project for the coordination of higher education in Illinois. They and their successors, Cameron West (1973-74) and James Furman (1975-83), developed a comprehensive Master Plan which is incorporated in a series of documents designated Master Plan--Phases I, II, III, IV.

The single most important outcome from Master Plan Phase I was the Illinois Community College Act of 1965. This created a state-wide public community college system which provides for two-year post-high school vocational and parallel university programs within a forty-mile radius of every citizen in Illinois. The community colleges articulate well with all of the public universities in the state.

The most important outcome of Master Plan Phase II, approved by the IBHE in December, 1966, was the formation of the "System of Systems" for Illinos public higher education. This two-tiered system replaced a loosely-knit triumverate of governing boards which were responsible for, respectively, the University of Illinois, Southern Illinois University and, collectively, the remaining four state universities (Eastern Illinois University, Illinois State University,

Northern Illinois University and Western Illinois University) all of which had been governed by the Illinois Teachers College Board.

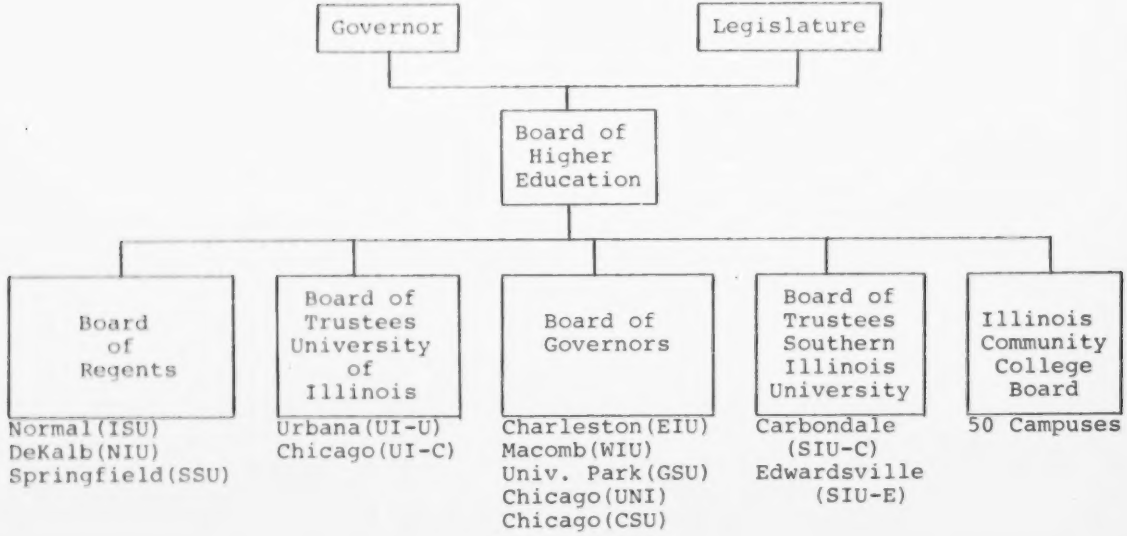
Phase II of the Master Plan established a new governing board, the Board of Regents (BOR) and redefined the constituent members of the State Teachers College Board as the Board of Governors of State Colleges and Universities (BOG). These two new systems, together with the University of Illinois and Southern Illinois University, were designated as "system boards." The four governing boards, together with the board of the Illinois Community College Board, were coordinated by the Illinois Board of Higher Education. The IBHE became responsible for approving the annual operating and capital budgets of the four systems and their universities, for approving academic degree programs, and for other matters that the Illinois state statutes assigned to the IBHE. Phase II also recommended that two new campuses be built in the Chicago area and Springfield. They were to offer upper-division baccalaureate and Masters degree programs. The Plan did not specify the locations or the governing boards which would have jurisdiction over them.

When Lyman Glenny was a consultant at a Board of Governors retreat in 1982, he was asked why he recommended the "System of Systems" as the governance model for Illinois, since it is unique in U.S. higher education. He replied that his major motivation was to enable the public universities included under the Board of Governors, the Board of Regents and the Southern Illinois University Board to seek greater financial and program equity with the University of Illinois than they had been able to achieve in the past. A review of comparative budgets from 1950 to 1985 suggests, however, that this goal has not been achieved. In any event, Figure I describes the Illinois System of Systems as it evolved from Master Plan Phase II and as it continues to exist.

Master Plan Phase III was adopted by the IBHE in 1971. It dealt principally with graduate

FIGURE I

ILLINOIS PUBLIC HIGHER EDUCATION IN 1988



Source: State Policy Formation in Illinois Higher Education, Franklin G. Matsler and Edward R. Hines, 1987, p. 29.

and professional education, including doctoral and health programs. Although BOG universities were not specifically prohibited from requesting Ph.D. programs, the Phase III document apparently was used by the IBHE staff as the basis for not recommending such programs for BOG universities.[2] Deliberations about Master Plan Phase III also had the effect of confirming the legitimacy of the System of Systems as the statewide governance system for higher education in Illinois.

In 1975, James Furman was appointed Executive Director of the IBHE and was asked by Board Chairman Donald Prince to complete Master Plan Phase IV, which had been started by Cameron West, Furman's predecessor. The 118 recommendations in Phase IV were approved by the IBHE February 3, 1976. Major areas included recommendations about tuition and other student costs, public community college financing, governance powers, affirmative action and public service. The need for planning for Illinois public higher education on a continuing basis was particularly emphasized.

There have been no formal additions to the IBHE Master Plan since the adoption of Phase IV. Richard Wagner succeeded James Furman as Executive Director of the IBHE in 1977, however, and he and his staff have continued to stress both long-range and short-term planning. For example, in 1978 all public universities in Illinois were required to update evaluations of their undergraduate and graduate degree programs every five years. This is accomplished through campus committees who hire external faculty consultants. Results of the evaluations are shared with the campus administration, the system staff,

---

[2]Western Illinois University's request for Ph.D. programs in Geography and Biological Sciences was approved by the Board of Governors for recommendation to the IBHE in 1971; the IBHE staff, however, did not prepare a recommendation for consideration of the programs by the IBHE.

and the IBHE staff. The information, together with data from annual enrollment reports and the annual IBHE Cost Study, are used by the IBHE to determine whether the programs are to be continued, questioned further or recommended for discontinuance. Another IBHE planning initiative resulted in the adoption, to be implemented by 1990, of new admission requirements including specific content areas to be completed by high school students. They provide, for example, that all enrollees in public universities must have four years of English, three years of mathematics, three years of science, three years of social studies and two years of a foreign language, art or music. Legislative and gubernatorial action changed the implementation date to 1993.

In general, the System of Systems has been widely accepted by Illinois legislators and governors. Only a handful of legislators has criticized the way that higher education is governed; the majority support the System of Systems concept. Governor Dan Walker, who served from 1972-1976 and Governor James Thompson, who at this writing has served the longest period of any governor in Illinois history (12 years), have both indicated satisfaction with the System of Systems. However, as will be pointed out in a later section, questions--even some dissent--have been voiced by others associated with higher education itself. It is generally agreed by members of the Board of Governors of State Colleges and Universities that the BOG is firmly embedded in the matrix of the Illinois governance model and undoubtedly will remain as one of the six major elements of the "System of Systems."

THE BOARD OF GOVERNORS OF STATE COLLEGES AND UNIVERSITIES:

STRUCTURE, MISSION AND FUNCTIONS

The Board of Governors of State Colleges and Universities (BOG) was established in 1965 by an Act amending the Teachers College Board Statutes. It operates as a legal entity under Section 1002, Chapter 144 of the Illinois Revised Statutes; the duties, powers and responsibilities of the Board are designated under Sections 1007-1009 of that Chapter.

As previously noted, the Board of Governors initially was a continuation of the Illinois Teachers College Board. The constituency of the Board remained the same from 1964 to 1965. The Executive Officer, Dr. Frederick McKelvey, was retained. The by-laws, policies and practices were almost precisely the same. The four universities under the jurisdiction of the Teachers College Board (TCB)--Eastern Illinois University, Illinois State University, Northern Illinois University and Western Illinois University--were transferred to the BOG. The production of well-qualified teachers for the schools of the State remained a high priority. In short, the governance system remained the same, only the name was changed (7).

It was not until 1967 that substantive changes occurred in the BOG structure and functions. By then, Master Plan Phase II had recommended a reorganization of higher education in Illinois and this involved the transfer of Illinois State University and Northern Illinois University from the Board of Governors to a new governing board, the Board of Regents. Four BOG members were asked to become charter members of this new board. Dr. McKelvey served as Executive Officer for both boards during 1967-1968. Mean-

while, the two campuses of the Illinois Teachers College, Chicago, which soon became Chicago State College and Northeastern Illinois State College, were added to the BOG, and a new university, to be located in Park Forest South (now called University Park), a suburb of Chicago, was approved by the legislature in 1969 for the BOG System.

Despite the organizational changes, the mission and activities of the Board of Governors remained substantially the same as before.

Major revisions of the BOG By-Laws and Governing Policies occurred in 1977 and again in 1985. In both instances, they were the result of protracted analysis of existing policies by a committee composed of Board members, presidents and other university personnel, and the Executive Director of the Board. In each instance, constituent groups on every campus (the Faculty Senate, Student Government Association, civil service employees and administrators) were invited to react to proposed changes before they were sent to the Board for approval.

The revised By-Laws contain descriptions of the System Office, the powers and duties of the Board, the duties of officers and committees, and of rules of order for meeting with the Board. The governing policies describe the policy-making authority of the Board; creation of the Chancellor form of Administration; and, the concept of shared governance on the campus and how university employees and students may participate in it. The selection and evaluation processes for the Chancellor and presidents are accorded separate sections in the policy document, perhaps a reflection of the concern expressed by some Board members and campus representatives about the change to the Chancellor form of Board administration. There is general agreement among Board members and staff that the 1985 revision is superior in scope, substance and format to prior documents.

In structure, the Board of Governors is composed of nine voting members appointed by the

Governor of Illinois and five non-voting student members, one from each university, elected by their respective Student Government Associations. The Board elects its own officers on a biennial basis. The Chancellor serves as Secretary without vote, as does the Treasurer, who ordinarily is the Vice Chancellor for Administration and Fiscal Affairs. The Legal Counsel for the Board attends all meetings and makes reports about the litigation and other matters having legal ramifications. The university presidents and the Chairperson of the Council of Faculties make monthly reports.

The Illinois Open Meetings Act of 1973 requires that all BOG meetings be announced publicly ahead of time. The Board holds a meeting at least once a year on each of the five campuses; meetings during the Spring are usually scheduled in Springfield, the state capitol. Agendas are distributed at least one week before each scheduled meeting to the statewide press as well as to those who, by virtue of their appointments or their relationships with the Board, would be interested in such matters.

Mission and Functions

The Introduction to the revised By-Laws and Policies summarizes the major mission of the BOG, to wit, ". . . to strengthen and improve education in the Board of Governors System." In fact, matters related to the coordination and management of system and university affairs receive the greatest attention at monthly meetings, although acting on the annual budget requests from the universities is probably the most significant activity of the Board. Budget requests from the universities are submitted from the universities to the Chancellor's office in the Spring of the year. After discussions with the administrations of each of the campuses, the Chancellor prepares and presents a System-wide budget for the Board's approval at the July or September meeting. Because of the sensitivity of Board members to

the effects of tuition increases on students, particularly those at the commuting universities in the Chicago area, any recommended increases receive close scrutiny. Ordinarily, however, the budget process proceeds with a minimum of dismay or delay because of the excellent preparation that is provided by the central office staff and the presidents. A typical meeting agenda epitomizes how the Board functions routinely.

FIGURE II
A TYPICAL BOG MEETING AGENDA

Opening Remarks and Announcements--Chairperson
Report of the Chancellor
Reports of the Presidents
- Chicago State University
- Eastern Illinois University
- Governors State University
- Northeastern Illinois University
- Western Illinois University

Report of the Chairperson
Committee Reports
Report of the Council of Faculties
Report of the Legal Counsel
Adjournment

There is clear agreement among Board members that the major mission of the BOG is to provide quality education, through its universities, for those citizens of Illinois who qualify for admission. In this, they agree with statements provided by the Association of Governing Boards and AASCU cited earlier.

Not surprisingly, four major activities were described by a majority of respondents to a questionnaire (see Appendix) as fundamental concerns of the Board: (1) the determination of governing policies and practices; (2) the selection of effective presidents so that the campuses are well managed, together with the appointment of a chief executive officer to head the central office and coordinate system-wide activities; (3)

the review and approval of university budgets so that resources are effectively deployed for instructional, research and public service programs; and, (4) the review and approval of academic programs. These agree almost exactly with those enunciated by Corson (8). Peter Lardner, a former Board member and chairman from Rock Island, also emphasized helping students "to live up to their full potential," and several Board members indicated that education should be provided "in the most economical way without lowering quality."

Richard Dunn, legal counsel to the Board of Governors since its inception in 1965, pointed out some differences which have occurred in the amount of supervision provided by various boards to their respective CEOs and presidents. "In the early days, i.e., 1965-1967, Board members felt they had to approve everything. Committees would meet evenings before the Board meeting--sometimes until midnight--working on specifics (of personnel matters and building construction, for example). Now the Board deals with larger issues. . . ." (9)

Some dismay about Board priorities was expressed by a few Board members and former presidents. A long-time Board consultant pointed out that "No Board ever dealt with educational issues--probably because they know they are not qualified; they are management-oriented." Some resentment was expressed by two former presidents, one of whom stated "the Board never served a useful educational purpose. . . They were too concerned with running the institutions and neglected the big issues. I never heard a Board member enter into a serious discussion about how to improve teaching or research, or how to recruit better faculty. . . ." Another former president, who resigned to head another university, wrote, "The Board existed to provide for the education of students--but the Board really wasn't interested in that." (10)

A current Board member observed, "The Board has lost sight of its original mission (to pro-

vide quality education to deserving students.)" A highly-respected former chairman confided that, when he was chairman, he had "tried to determine the mission of the Board--and I'm not sure I am focused on it then--or even now." (11) He did indicate that attracting and retaining strong administrators and faculty members should be the Board's primary concern. Another former university president agreed with this word for word, adding, "Attracting and retaining strong administrators and faculty should be the Board's primary concern . . . . Management functions best when it is close to the operation; there is too much central control in the Board of Governors. It results in missed opportunities for building support for higher education in the legislature . . . . There is no right or wrong system--success depends on the people involved . . . ." (12) Practically all questionnaire respondents and interviewees indicated that Board members work diligently on behalf of the BOG System and that they are concerned with significant matters dealing ultimately with the best interests of students enrolled in the universities. In this they fulfill the stated mission of the Board of Governors. Without exception, former and current presidents indicate that they respect and like Board members as individuals and as a group.

BOARD LEADERSHIP

Ralph Waldo Emerson once observed that "The length and breadth of an institution is but the shadow of its founder." Modified, this generalization can be applied to successive Board chairpersons and chief executive officers of the Board of Governors. Each has had a distinctive influence on the direction and activities of the Board. They are listed in the Appendix.

There have been some very strong and successful BOG chairpersons. The first, Paul Stone, was a lawyer from Sullivan, Illinois. He believed that a board functions best under a strong committee system. The Minutes of meetings in the early years reflect reports of five standing committees: Finance, Policy and Procedures, Educational Programs, Buildings and Grounds, and Executive. The busiest of these during the early years was the Buildings and Grounds Committee, which reviewed recommendations from presidents for new and existing facilities, recommended architects to the Illinois Building Authority (now called the Capital Development Board), maintained oversight as construction bids were let and facilities were built, and kept other Board members apprised of developments until the projects were completed. Stone was admired and respected by his fellow Board members, one of whom described him as "a very able man who dealt fairly with all issues."

R. A. "Rooney" Stipes, who had served as Chairman of the Teachers College Board in the early 1960s, was elected Chairman of the BOG in May, 1969. Aggressive, creative and deeply dedicated to higher education, Stipes served during the period of great student unrest. He was a vigorous person who worked well with his Executive Officer, and was a strong champion of the BOG with the Illinois legislature and Governor

Richard Ogilvie. (In fact, his directness bordered on sharp conflict with the Governor on more than one occasion, according to Richard Dunn.) Review and approval of new campus facilities continued to be a major activity of the Board during Stipes' administration. In 1970, Governors State University was in the planning stage. When legislators expressed interest, through the Illinois Board of Higher Education, in advancing the projected time of opening the University, both Stipes and President William Engbretson affirmed that this could be done even though it increased the burdens on the president and on Board members. During Stipes' administration, the two Chicago campuses became Chicago State University and Northeastern Illinois University, respectively, and Western Illinois University was permitted to reorganize internally so that its constituent "Schools" became "Colleges." Stipes was appreciated on the campuses as well as by his fellow Board members, testimony of which was reflected in 1972 when the new College of Business facility at WIU was named after him.

Richard J. Nelson, Vice President of Inland Steel Corporation, demonstrated good leadership for the Board between 1966 and 1968. Subsequently, he became the President of Northern Illinois University in DeKalb. Howard V. Phalin, an executive with the World Book Company, Chicago, provided productive leadership between 1972-1974. In turn, he was succeeded by Jeffrey Ladd, a bright and capable lawyer from Barrington, Illinois.

Ladd provided vigorous leadership during a time when faculties were becoming restive and their representatives sought the right to bargain collectively. During his term of office, Dr. Donald Walters was appointed Executive Officer of the Board, in part because of his experience in dealing with faculty collective bargaining. Chairman Ladd was a man who "played his cards close to his vest," according to some Board members who served during his tenure as Chairman. Ladd saw himself playing the role of referee between insistent faculty representatives desir-

ing collective bargaining and a majority of Board members who were opposed to it. In an interview on November 9, 1987, Ladd indicated that Governor Dan Walker began to "politicize" governing boards in Illinois. On another plane, he also observed that the BOG, as currently constituted, cannot compete equitably with the other university systems in Illinois and will not do so in the future. "The only hope for the BOG is a realignment of universities," he concluded. The probabilities of that occurring, he admitted, are very slim.

Peter Lardner, an insurance executive from Rock Island, succeeded Ladd as chairman in May, 1976 and served until 1978. An extremely competent person, he presided during the transition to faculty collective bargaining, undoubtedly the single most important Board issue of the 1970s, according to most Board members who served during that period. Keenly analytical, Lardner encouraged extended discussion of issues during Board meetings and in executive sessions. Despite his personal opposition to collective bargaining, when a referendum of the faculty indicated a strong preference for union representation, Lardner indicated that he would do everything possible to "heal the wounds of dissension" which had risen because of differences of opinion among Board members with respect to this matter. After he left the Board of Governors, Lardner served with distinction on the Illinois State Scholarship Commission (ISSC), whose Executive Director, Lawrence Matejka, praised him highly for his thoughtful contributions to that important agency.

Leon Davis and Dominick Bufalino were two of Governor Walker's first appointments to the Board of Governors. Davis was an executive with the Peoples Light and Gas Company in Chicago and a supporter of many community activities. He had a keen interest in affirmative action and equal opportunity and he encouraged the five BOG campuses to expand their programs to assist women and minorities. He became the first black person to head any system of higher education in Illinois when he was elected chairman of the Board of

Governors in 1978. Davis resigned from the Board in May, 1979 to accept an appointment to the Chicago Board of Education.

Bufalino, another successful businessman, was appointed by Governor Walker in 1974 in part, as he himself related, because of pressure for more representation on state boards from the Italian community in Chicago (13). He was elected chairman in 1979 and served until 1983. A person of strong independent judgment, he resisted pressure by some Board members during his term to reorganize the Board to a Chancellor system. Always active, Bufalino helped to effect budget changes in programs designed to make the BOG universities more attractive to the decreasing numbers of high school graduates, and especially to minorities, during his tenure as Board chairman. He spent many hours visiting campuses and became known to faculty leaders and staff members for his interest in and support of academic matters. During an interview, he indicated some disappointment that Board members generally were "not interested" in educational matters, but pointed out that most Board members really had little background in academic activities although they had good managerial skills.

Mrs. Evelyn Kaufman, who had been active on several state-wide boards and councils prior to her appointment to the Board in 1975, was elected Chairperson in June, 1983. The first woman to become a system chairperson in Illinois, she provided illuminating leadership during her two-year term. Vivacious, penetrating in thought and persuasive as a leader, Mrs. Kaufman provided effective direction during the time when Donald Walters, the Executive Director, resigned to become President of Montclair (New Jersey) State College and a search for a new Executive Director occurred. During this time, there was increasing pressure from Board members to change to the Chancellor form of administrative organization. Mrs. Kaufman appointed a Committee on Executive Reorganization, composed of Ray Wilson (Chairman), James Althoff and Robert Ruiz, to study and make recommendations about this

matter. Subsequently, the Committee recommended that the Board pursue a change to a Chancellor form of administration. According to several Board members, this became the most significant Board action during the 1980s. (See a succeeding section for a fuller discussion of this matter.) In 1984, Mrs. Kaufman initiated an Impact Campaign, designed to give greater visibility to the Board of Governors as a System and to the universities it represents. Mrs. Kaufman declined to be renominated as Chairperson in 1986 but continued as an active Board member.

Mrs. Nancy Froelich, who in 1977 was one of Governor James Thompson's early Board appointees, replaced Mrs. Kaufman as Chairperson in 1986. Mrs. Froelich had served on IBHE committees and was active in state, regional and community affairs. She was elected Chairperson of the McLean County Board of Supervisors during the time when it attracted a large Japanese automobile firm to the Bloomington-Normal area. She is enthusiastic about the BOG: "We are building a really strong system and I have grown in my pride of it. . . It is more unified now than it used to be--the commonality of issues binds us together." (14) Completion of a common computer software effort and continuation of strong affirmative action efforts throughout the BOG System are high priorities for her. Froelich is convinced that Board members are "far more committed to educational matters than they were ten years ago" and an organized effort to prepare to serve students in the year 2000 and beyond attests to this. Her infectious enthusiasm motivates other Board members; she is a popular as well as very able chairperson.

To describe all outstanding BOG members and their contributions is neither feasible nor desirable. In addition to chairpersons already mentioned, a representative group would have to include E. Leland Webber, President of the Field Museum of Chicago; Mrs. Marion Lamet, of Warsaw; Ray Page, former Superintendent of the Illinois Department of Public Instruction; Mrs. Norma Relph, a school teacher/home economist from Peru;

Dr. Lowell Fisher, a retired University of Illinois professor from Fairview; James Althoff, a highly successful business man from McHenry; Ray Wilson, a newspaper publisher from Elgin; Mrs. Wilma Sutton, the vice president of a savings and loan association in Chicago; and Robert Ruiz, a lawyer from Chicago. They are among many who have contributed freely of their time and talents over years of service to the Board, to the universities and to the people of Illinois. A complete roster of BOG members is included in the Appendix.

Administrative Leadership: The Chief Executive Officers

A volunteer Board overseeing five complex universities must depend for its success on the competency of its staff to facilitate, coordinate and evaluate the work on the campuses. The chief executive officer (CEO) is the key member of the Board staff. Special analytical, organizational and managerial skills are required to keep Board members informed about major policy matters and current activities affecting the universities and to represent the Board in a variety of ways. The CEO serves with the other Illinois system CEOs as an advisor to the Executive Director of the Illinois Board of Higher Education. He represents the Board in contacts with the legislature, especially in presenting annual budgets to the appropriations committees. He deals with state and federal agencies and with the public-at-large about system-wide matters. The CEO works closely with the university presidents, the system-wide Council of Faculties and campus groups which may wish to have contact with the Board. Five excellent CEOs have served the Board and its universities between 1965-1988.

Frederick H. McKelvey had been the executive officer of the Teachers College Board before it became the Board of Governors in 1965. A bright, capable man, he was an excellent analyst of issues and people. Richard Dunn described him as

one who would "think out things and work with relevant people" before presenting recommendations to the Board. According to Paul Stone, the first Board viewed the executive officer as a "chief of staff who saw that Board policy was followed and who prepared budgets. Campus presidents were given considerable autonomy to run their institutions." From testimony of other Board members and presidents who served during McKelvey's appointment (he retired in 1970), there is no doubt that his leadership style led to effective Board action with a minimum of friction between presidents, the central office staff and the Board.

McKelvey was a dedicated man who worked hard during the period of greatest growth of the BOG System. In 1965-1966, in addition to his duties as executive officer for the Board of Governors, he gave direct oversight to the Illinois Teachers College, Chicago-North (later, Northeastern Illinois University). In 1967-1968, he also served as administrative officer for the new Board of Regents while carrying on his BOG responsibilities. McKelvey's able leadership in getting Governors State University assigned to the BOG System, his impeccable documentation of university needs and his careful analysis and presentation in support of the construction of a plethora of new campus buildings and, indeed, of whole new campuses for Chicago State and Governors State universities, provided a bedrock of organizational activity and educational substance on which succeeding Board CEOs could build. McKelvey worked well with the IBHE and was successful in getting substantial increases in appropriations for the Board of Governors universities every year of his administration.

Dr. Ben Morton, who had been an administrator in the Missouri system of higher education, succeeded McKelvey in 1970. He brought with him an extensive knowledge of educational technology and spearheaded the founding of the Cooperative Computer Center in Chicago to encourage common computer usage by the three Chicago institutions. Described by a former Board Chair-

man as an advocate of quality education, he worked with the university presidents to expand the base of financial support needed during a period of high enrollments. "He had his own ideas of what he wanted to accomplish," said one respondent, although "sometimes he played things too close to the vest."

Interestingly, Morton had informally proposed in the early 1970s that collective bargaining with the faculty be approved but his suggestion was firmly rejected by Board members. Morton worked well with different constituencies and did not press for greater centralization of authority. He left Illinois in 1974, to become chancellor of the West Virginia Board of Regents.

When Morton quite suddenly announced his resignation in the Spring of 1974, it was fortunate that Dr. Jerome B. Sachs had already announced his retirement from the presidency of Northeastern Illinois University. Although he was reluctant to do so, Sachs accepted the Board's invitation to become Acting Executive Officer of the Board until a successor to Morton could be named. Sachs was a nationally-visible authority in mathematics education before he was appointed academic dean at Chicago Teachers College-North, in 1961. He subsequently became the first president of that campus and, within a ten-year period, his institution experienced tremendous growth--and four name changes. His book Reminiscences About Northeastern Illinois University is worth reading for its literary quality, quite apart from the insights it provides about higher education in general and the early development of Northeastern Illinois University in particular (15).

During the year he served as Acting Executive Officer for the BOG System, Sachs easily became "a candidate for the most-loved Director of a system," according to Peter Lardner. A person of great intellectual leadership and fine managerial and coordinating skills, Sachs was open and fair in dealing with the universities, with whose presidents he was very popular. "He

was perfect for the System at that time," was Jeffrey Ladd's judgment of Sachs' all-too-brief term as CEO for the BOG System.

Sachs refused to consider a permanent appointment so a Board committee chaired by Peter Lardner conducted a national search for a new executive officer. From among some truly outstanding finalists, Donald Walters was appointed in 1975. A lawyer by training, Walters had been Acting Director of the Massachusetts system of state colleges. Dynamic, articulate, charming and hard-working, he had been involved with collective bargaining in Massachusetts and as a consultant for systems and institutions elsewhere.

"Walters was a popular choice," said one respondent. "He was a constructive creator," said another. "He knew what he wanted and went after it" was still another opinion. Because he was a man of ideas oriented to action, and because the presidents sensed his desire to control policy matters, he sometimes caused tensions with the strong presidents with whom he worked. But everyone who knew Walters respected and liked him.

There was a consensus among Board members that collective bargaining was the most significant issue dealt with by the Board during Walters' term of office (1974-1983). But he is also given credit for a fundamental revision of Board policies, for spearheading the common computer software activities that became important to the Board during the early 1980s, for preparing and presenting effective appropriations budgets during a period of enrollment decline and the national "energy crunch," and for laying the groundwork that led to the Chancellor form of Board administration. One of his BOG staff members characterized Walters as "A perfectionist: a compulsive worker. Everything was first priority with Don. He was perhaps more meticulous about procedure than about plowing new ground." Another described him as "forceful, articulate, sharp and detail-oriented--he was a real presence at the Board of Higher Education." Dr. Richard

Wagner, Executive Director of the IBHE, agreed with the latter description (16).

Peter Lardner observed that Walters had argued for a chancellorship as a concept but had found reluctance among Board members to change the administration of the system. Lardner himself was against increased centralization because, he said, "It would inhibit constructive experimentation by universities." He argued that "the more central the authority, the less the climate of creativity. Presidents need more authority, not less." Similarly, Dominick Bufalino, Board Chairman between 1980-1984, claimed that he was opposed to placing "more emphasis on the management aspects of the system and less on the education of students." Richard Dunn also testified that he was against the chancellor form of government because it "denigrated the presidents on the campuses and placed less emphasis on education."

After Walters resigned in 1984 to become a college president, the Board appointed Dr. Thomas Layzell as Acting Executive Director in August, 1984. By this time, however, a majority of the Board members had informally decided to support a change in the administrative leadership position to that of a chancellor. Partly, this was influenced by the fact that the Board of Regents and the Southern Illinois University systems had appointed chancellors to head up their own administrative offices.

As mentioned earlier, Layzell had been one of six men who literally planned Governors State University. He was appointed Vice President for Administration in 1974 by President Engbretson. A man of sensitivity, skill and "savvy" about campus matters, Layzell was well-known to faculties on the five campuses because he served as chief negotiator for the Board during the first six years of collective bargaining with the faculty. Respected for his ability and his candor, his own staff indicate that Layzell brought "some excellent new ideas into the BOG System" and "gave the presidents more leeway than

they had before." Layzell works well with Board members, with the presidents, with the IBHE staff and with the legislature and Bureau of the Budget. He has the capability and disposition to give continued effective leadership in the years ahead.

The staff of the BOG Central Office has tended to remain stable over time. Dr. Robert Pringle, Vice Chancellor for Academic Affairs, has occupied his position since 1969 and has served under all five CEOs of the BOG System. Previously, like Chancellor Layzell, he had been on the staff of the Illinois Board of Higher Education.

Dr. William Lienemann, formerly Vice President of Administration at Northeastern Illinois University, was invited to take Dr. Layzell's position as Associate Director for Administration (now Vice Chancellor) when Layzell was appointed CEO in 1984. Lienemann is also Treasurer of the Board and serves as an effective chief negotiator for the BOG in bargaining with the faculty union. Mr. Jack Bleicher, Vice Chancellor for Legal and Student Affairs, has served the Board of Governors since 1976, having come to the BOG system from Northern Illinois University. He gives quietly effective counsel on many important issues. Mr. Ron Messina joined the Board staff in 1978 and became the Vice Chancellor for Public Affairs and Development in 1985. He serves as legislative liaison for the Board and as director of public relations, coordinating system-wide activities of the campus presidents and directors in that area. Mrs. Sandra Leahy, corresponding secretary for the Board, served as Dr. Walters' secretary for several years prior to the retirement, in 1978, of Mrs. Martha Fletcher, who had been Board corresponding secretary since 1965. She handles administrative details for the Chancellor, especially in regards monthly meetings.

The continuity in service of these staff members, and other Board staff who report to them, provides a vast reservoir of knowledge

about how Illinois higher education operates within the state, how Board policies and procedures affect the five universities, and how changes can be implemented with a minimum of disruption on the campuses. All of the Board staff members are dedicated, hard-working people who uphold high professional standards.

THE BOARD'S RAISON D'ETRE: THE UNIVERSITIES

The Board of Governors exists to provide oversight and guidance to its five universities, to provide advocacy for their legitimate needs, and to protect their integrity as academic institutions. The universities which form the basis for the Board's existence are themselves interesting because of their origins, organization and programs as well as their contributions to the fulfillment of the hopes and dreams of thousands of young people who have been educated on their campuses.

Chicago State University

Tracing its roots back to 1867, when it began as a teacher training school in Blue Island, Illinois for the burgeoning Chicago school system, Chicago State University is one of the oldest institutions of higher learning in Illinois. Its history to 1979 has been documented by Edward W. Kearney and E. Maynard Moore (17).

In 1961, Chicago Teachers College was bifurcated into two campuses. The current institution was called Chicago Teachers College-South. When it was acquired by the newly-created Board of Governors of State Colleges and Universities in 1965, the name was changed to Illinois Teachers College, Chicago-South. Its sister campus, now known as Northeastern Illinois University, was named Illinois Teachers College, Chicago-North. In 1967 the names of the two schools were again changed to Chicago State College and Northeastern Illinois State College. In 1971, Chicago State College became Chicago State University. From its beginnings Chicago State changed from a rural, white, two-year teacher training institution to a

comprehensive, multiracial state university located in a predominantly minority community in southside Chicago. In 1988, Chicago State University boasted five colleges--Arts and Sciences, Business Administration, Education, Nursing and Allied Health--offering undergraduate and Masters level degree programs in more than 30 fields of study.

For 100 years, CSU operated on the same 26-acre site. In 1969, the present 161-acre site at King Drive and 95th Street, Chicago, was acquired for $6 million, with assistance from local legislators and community groups who anticipated many cultural, social, recreational and economic benefits from the new campus. The campus houses nine attractive buildings.

By the early 1970s President Milton Byrd had developed a "plan for a Master Plan," which predicted student enrollments of 16,000 by 1980. (The IBHE had predicted about half that number; actually, a few more than 7,000 students were enrolled in the Fall of 1987, of which fewer than 5,000 were full-time students.) Among many favorable institutional accomplishments, Kearney and Moore also document some negative audit findings in 1973, which led to the resignation of President Byrd and the appointment in 1974 of his successor, Dr. Benjamin Alexander.

Alexander had extensive administrative experience as a research scientist with the National Institutes of Health and had been a member of the Washington, D.C. Board of Education. He became nationally visible, during his tenure as president of CSU, as a proponent of strong general education programs, with special emphasis on competency in English. A vigorous advocate of CSU as a multiracial institution, he coined and widely used the term "Beautiful Chicago State" to refer to his university. He reorganized both the administration and curriculum of CSU and was successful in obtaining accreditation from the National Council for Accreditation of Teachers of English (NCATE). One Board member summed up Alexander's contri-

butions to CSU by saying that "He made Chicago State into a real university instead of a teachers college. He cleaned up a financial mess and brightened its image in the minds of Chicago people." (18)

When Alexander left Chicago State University in 1982, he was succeeded by Dr. George Ayers, who had grown up in Quincy, Illinois, attended Western Illinois University as an undergraduate and who had received his doctorate in Counseling and Educational Psychology from the University of Northern Colorado. Ayers came to CSU in 1982 from the presidency of Massasoit Community College in Massachusetts. A dynamic leader, Ayers, like Alexander before him, is active in community affairs at the local level and in educational policy matters at the national level. In heavy demand as a consultant and speaker, he also works with the Chancellor's office in maintaining political support for the BOG System from members of the Black Caucus, a group of influential black legislators from Chicago.

Chicago State University traditionally has supplied most of its teacher training graduates to the Chicago public schools; it now produces many graduates who enter business and the professions as well. In 1987, Ayers developed a plan to establish a School of Engineering at Chicago State University. He also initiated a program to increase minority representation in faculty and administrative positions at CSU through a cooperative relationship with Livingston University, Alabama. Finally, he generated campus support and a considerable amount of private funding for a new convocation center and athletic facility. With the past as prologue, exciting things will continue to occur at Chicago State University.

Eastern Illinois University

Founded in May, 1895 as a two-year training school for teachers, Eastern Illinois University

offered its first classes in September 1899. Located in Charleston, Illinois, a small city 60 miles south of Urbana, it came under the jurisdiction of the Teachers College Board in 1917. Proud of its tradition of producing excellent teachers for the public schools in Illinois, EIU was pressed to expand its academic offerings after World War II and became, successively, a state college and, in 1957, a comprehensive state university.

Eastern Illinois University's primary mission is "to provide a comprehensive undergraduate program of liberal studies as a foundation for all students as they seek degrees in Arts and Sciences, Business, Teacher Education and other professional programs." (19) It offers 49 undergraduate majors and 33 graduate majors. Students attend classes in 47 attractive buildings on a well-kept 317-acre campus. On recommendation of the IBHE staff, Eastern has limited its enrollment to approximately 10,000 students since 1976.

Two excellent books have been written by EIU faculty members, Eastern Illinois State College: Fifty Years of Public Service, by Charles H. Coleman (20), and The Emerging University: A History of Eastern Illinois University, 1949-1974, by Donald F. Tingley et al (21). They provide details about EIU in highly interesting formats. EIU is proud of its academic record, its students and its faculty. It is committed to a faculty recruitment and retention program that reflects its dedication to excellent teaching as its first priority, with attention to research and public service activities as essential to and supportive of quality instruction. Its excellent library, classroom and laboratory facilities, the Tarble Art Center (funded through the first million-dollar gift to a BOG university), its fine mass media outlets and its other academic facilities support high quality instruction and research. Its living-learning programs in residence halls involve students and staff in both curricular and co-curricular activities. An underlying commitment to excellence has attracted outstanding athletes to Eastern, whose baseball,

basketball, track and football teams have won national visibility for the school.

Eastern Illinois University has consistently been plagued with the lowest appropriations-per-student of any residential university in Illinois, despite the efforts of outstanding presidents over the years it has been governed by the Board of Governors. It has been a victim of a state-wide budget formula which favors doctoral granting universities and an IBHE staff recommendation which restricts its growth. Nonetheless, its fine faculty produces students who are broadly educated and who are prepared to serve and lead in a free society.

President Quincy Doudna headed EIU when it became, in 1965, a charter institution under the newly-appointed Board of Governors. Doudna was a respected scholar-administrator who had led Eastern into prominence as a teacher training institution. When he retired in 1970, he was succeeded by Dr. Gilbert Fite, an historian of note from the University of Oklahoma. Fite was a vigorous champion of high academic standards and he served as a role model for his faculty by continuing to teach and publish in his specialty, the agricultural history of the United States, during his five-year tenure as president. Fite left Eastern in 1975 to become the Richard Russell Distinguished Professor of History at the University of Georgia.

Dr. Daniel Marvin, a man of unusual administrative talent, succeeded Fite. Marvin had been a professor of biology, department chairman, dean and academic vice president at Radford College in Virginia before he became the assistant director and then executive director of the Virginia State Council on Higher Education. He came to Eastern Illinois University in February, 1976 and his dynamic leadership soon became evident. He generated a tremendous increase in external fiscal support for the school, stimulated the faculty to seek outside research sponsorship and achieve recognition by publishing, insisted on high admissions standards for students during a period

of declining enrollments throughout the state, and worked effectively with the BOG staff and with State legislators. Feeling somewhat restricted by the bureaucracy in Illinois higher education, Marvin accepted an offer to become President and CEO of a bank in Mattoon, Illinois in 1983. Higher education lost an outstanding leader when he left its ranks.

Marvin was succeeded by Dr. Stanley Rives, who had been appointed Provost and Academic Vice President (PAVP) at EIU in January, 1981. A superb administrator and a strong advocate of quality education, Rives provides outstanding leadership to a fine university. His three continuing goals are to obtain adequate levels of state support and increased private funding for the university, to match enrollments with available resources, and to improve academic programs. He has merited the respect and support of Board members, his fellow presidents and from the faculty and students at Eastern Illinois University.

Governors State University

In 1969, after the General Assembly had approved the founding of Governors State University in Park Forest South (now called University Park), near Chicago, and Sangamon State University in Springfield, President William Engbretson was appointed first president of GSU by the Board of Governors. Dr. Keith Smith, associate executive director of the IBHE, was appointed Vice President for Administration and he encouraged Dr. Tom Layzell, who had worked for a Joliet law firm but had then cast his lot as a research associate with the IBHE, to join him, Engbretson and other staff members in planning the new state university.

The planning staff worked in offices in a shopping center and in a temporary building on campus for two years before classes were offered in a converted warehouse in the Park Forest South Industrial Park in September 1971. The present

campus was opened in 1973 with 700 students. Its major and only academic building is a 400,000 square foot facility located on a 750-acre campus. The GSU sculpture park contains 20 outdoor monuments and has been described as "perhaps the finest exhibition of monumental sculpture in the United States." (22)

More than 5,400 students were enrolled in the Fall 1987 semester, 85 percent of them being part-time evening students. Dedicated to serving the needs of all adult citizens in its region, GSU attracts to its upper division baccalaureate and Masters degree programs students whose average age is 30-plus years.

Engbretson was a creative educator who introduced many non-traditional organizational and curricular innovations to the new campus. He and his staff devised an outstanding general education program which led to specialization in a particular area of interest to the student. Courses were offered on a trimester basis and all faculty members were given 12-month (rather than the traditional 9-month) appointments. He encouraged faculty members to evaluate students' work experience for academic credit. Engbretson resigned as president of GSU in 1976. His successor, Dr. Leo Goodman-Malamuth, former academic vice president at California State University at Long Beach, has continued Engbretson's emphasis on innovative learning strategies.

In 1987, Governors State had the highest enrollments in television classes in the state. Its uplink to a satellite now permits campus broadcasts to the entire world; educational conferences with other universities and federal agencies are common. The university has become more traditional in its organization than when it started, and in 1988 offered 22 undergraduate majors and 23 Masters degree programs through its four colleges--Arts and Sciences, Business and Public Administration, Education and Health Professions. GSU is fully accredited by the North Central Association and other relevant accrediting agencies.

Over the years, Board members have expressed interest in experimental programs offered at GSU and in the older student body it serves. GSU continues to attract mature students--and interest from other universities across the nation--because of its innovative academic programs and delivery systems.

Northeastern Illinois University

In 1957, Dr. Benjamin Willis, Superintendent of the Chicago Public Schools, obtained funding from the Ford Foundation to plan a teacher-training institution on the Chicago north side. An eminent group of educators made recommendations for the college. By 1959, the planning was complete and construction of a new campus was begun. Created as a companion school to Chicago Teachers College, South, the institution was named, appropriately enough, Chicago Teachers College, North. Dr. Roy Jervis became its first Dean and CEO and Dr. Jerome Sachs was appointed the first academic dean. The campus was opened in 1961.

Sachs supported the transition of governance of the institution from the Chicago Board of Education to the newly-formed Board of Governors of State Colleges and Universities. He was appointed the first President of Northeastern Illinois University in 1965 and remained in that position until his retirement in 1974. Among many other things, his book, already cited, describes how the abbreviation "UNI" was coined to designate Northeastern Illinois University (rather than "NEIU"). (23)

During Sachs' leadership, UNI developed exciting academic programs, based on the president's philosophy that a good liberal education is needed by all college students. The Center for Program Development implemented an innovative Kaskaskia Plan, which allows mature students to obtain a considerable amount of academic credit-by-examination and independent study, internships

and the like. The Austin Field Center was opened in an apartment complex in 1969 and was followed by the Uptown Center in Humboldt Park--both centers located in storefronts. One of the earliest Women's Studies programs in Illinois was begun while Sachs was president and UNI helped initiate the BOG/BA degree program, which permits academic credit for appropriate work experience and other non-classroom activity as well as transfer of credits from other colleges and universities. Sachs' contributions to the Board of Governors as acting executive officer, 1974-1975, have been noted earlier.

Dr. James Mullen, an economist who had been Academic Vice President at the Philadelphia Textile Institute, succeeded Sachs as president in 1975 and served for two years. In turn, he was succeeded in 1976 by Dr. Ronald Williams, a bright and energetic man who had served with distinction at Federal City College, Washington, D.C. Under Williams' direction, UNI expanded its academic programs, its enrollments and its service to the Chicago north side. He was greatly respected and admired for his contributions to the improvement of minorities as well as for his academic achievements. A "strong" president, he worked well within the guidelines of the Board of Governors but did not hesitate to debate spiritedly on controversial issues. His wit and humor softened many tense moments, both on campus and in Board and committee meetings. His tragic death in November, 1985, was a loss to all of higher education, as well as to his university and the Board of Governors System, because Williams had been elected Chairman-elect of the American Association of State Colleges and Universities for 1985-86. Mayor Harold Washington proclaimed October 10, 1985, as Ron Williams Day, as a tribute to this outstanding educator and human being.

Dr. John Cownie served as Acting President until the Board appointed Dr. Gordon Lamb as President of Northeastern Illinois University, effective August, 1986. Lamb had served as Academic Vice President at the University of

Texas-San Antonio. His wealth of administrative experience at urban universities, his high academic standards, his administrative style and his personal and scholarly qualities made him an excellent choice to head a dynamic urban campus.

Western Illinois University

Founded by General Assembly action in 1899, Western Illinois University began offering classes three years later in Macomb, Illinois, a rural community 35 miles east of the Mississippi and 70 miles west of Peoria. Like Eastern Illinois University, Western came under the supervision of the Illinois Teachers College Board when it was founded in 1917. WIU became, successively, Western Illinois State Teachers College (1918), Western Illinois State College (1947) and Western Illinois University (1957). A delightful history of the university during its first 70 years was written by Dr. Victor Hicken, a history professor who is well-known for a book about Illinois during the Civil War and other scholarly works (24).

Coming out of the teachers college tradition, WIU expanded rapidly during the late 1960s and early 1970s, achieving its highest enrollment of 15,200 students (14,300 on campus) in 1975-1976. The largest university in the BOG System, its 54 buildings are located on a lovely campus of 1,050 acres. WIU operates three other facilities; the 90-acre Horn Field Campus just south of Macomb; the Alice M. Kibbe Research Center on the Mississippi River just north of Warsaw, Illinois; and, the Quad Cities Center for Continuing Education in Moline.

Western offers approximately 60 undergraduate and more than 30 Masters degree programs in six academic colleges and the School of Graduate Studies. Its faculty is primarily devoted to instruction and many are active in research and public service. During the 1980s, an average of 25 books, 250 refereed journal articles and more

than 700 technical papers, reports and artistic productions were generated annually by the WIU faculty--far above the average of faculties from similar institutions. In addition, faculty and staff members are very active in assisting agriculture (the backbone of the regional economy), small and large business development, local governments and schools, and in providing cultural and continuing education opportunities in communities throughout its service region.

The WIU library, dedicated by Governor Thompson in 1978, has one of the largest collections among U.S. non-doctoral granting universities. It is a source of aesthetic as well as academic pride for students and faculty. A campus television station is part of a microwave network bringing public broadcasting system (PBS) and locally-produced programs to thousands of rural viewers. Western's radio station is part of the NPR network. WIU offers outstanding computer science programs and facilities and boasts an office of international programs that annually attracts more than 500 students from 50 different countries to the WIU campus; it also sponsors study abroad programs in London, England, Mannheim, West Germany and Salamanca, Spain.

WIU is a dynamic educational, cultural, social and economic force in the west central Illinois region. Proof of its vitality was expressed in alumni and public support of a "Campaign for Western," between 1978-1987, which raised almost $24 million for the university. The WIU Foundation received national recognition for this effort from the Council for the Advancement of Support to Education (CASE). The university's greatest pride, however, is in the success of its graduates, since more than 92 percent typically go on to graduate or professional schools or enter the workforce upon graduation. Under its vigorous new president, Dr. Ralph Wagoner, WIU is expected to grow as an academic institution, as a source of applied research, and as a cultural and economic force in the region it serves.

Relationships Between the Board of Governors, its Staff and the University Presidents

The Board of Governors universities are primarily devoted to instruction. They produce thousands of graduates annually who enter the world of work directly or who are accepted into graduate and professional schools. By and large, the universities work well under the guidelines provided by the Board of Governors and under the administrative coordination of the Board's Chancellor. As mentioned earlier, the Board of Governors is the lowest-funded system in Illinois on a per-student basis and its faculties receive the lowest average salaries. It is, therefore, natural that the university presidents desire strong advocacy by Board members at the state level. They understand, however, that Board members are deluged with monthly agendas, management issues, policy matters and concerns about relationships with the IBHE. Individual Board members do not have the time to devote to institutional matters, although Board representatives do attend many events on the campuses. As a result, the Board has delegated more and more of its managerial functions to its central office staff.

The policy revision appointing a chancellor to head the system administratively was an attempt to provide better information to Board members through a single source, to relieve Board members of the responsibility for some management decisions, and to improve organizational and planning activities. While the presidents occasionally chafe under a plethora of Board regulations, which restrict their ability to exert entrepreneurial direction to their campuses, their relationships with the chancellor are "personally comfortable and formally correct." The presidents--and Board members--recognize that this is in large part due to the personal and professional qualities demonstrated by Chancellor Layzell.

THE STUDENTS--FOR WHOM THE BELL TOLLS

An understanding of university students requires an acquaintance with the social, economic, political and educational forces that mold society and the coming generation. Harlan Ebbeson has pointed out that the 1950s left a legacy to American society which included the Korean War, the beginning of nuclear testing, a burgeoning consumerism, the re-emergence of the Ku Klux Klan and the coining of the term WASP. Ebbeson indicates that "WASP" connoted not only a striking tone in U.S. society but also "a papering over" of an important segment of the population that was non-white (25).

Urban growth occurred rapidly in the 1950s. Ethnic neighborhoods began to lose their identities and there was a weakening of traditional family discipline over children. "Rosie the Riveter" of World War II fame continued to work, even when she became a mother. Along with the mobility of two-car families was an emergence of shopping malls. In urban ghetto neighborhoods, delinquency and alcoholism increased dramatically; sociologists expressed concern about the disintegration of the urban family (26).

The 1960s spawned the Vietnam War and the Civil Rights movement, both of which generated startling reactions on U.S. campuses. After the University of California-Berkeley became the center of the Free Speech Movement in 1964, greater and greater student unrest erupted across the country, bringing damage to the campus and demoralization of the faculty. Concurrently, the Civil Rights Act of 1964 generated increases in minorities seeking higher education as an entree into the "good life." The feminist movement attracted student leaders with its demands for equality for women. Anti-nuclear demonstrations became prevalent throughout the United States as

well as western Europe. Student unrest reached its fever peak in 1968, when a mob composed mostly of students from all over the United States fought pitched battles with 11,000 police and 7,500 national guardsmen mobilized to protect the proceedings of the national Democratic Convention in Chicago. The phlegm and fury over the Vietnam War, fueled in part by alleged discrimination against blacks and women, erupted into unprecedented violence on campuses across the land after the Kent State killings. The Constitution was denounced, flag desecrations and draft card burnings were common, and demonstrations sometimes became ugly with the trashing--even destruction--of academic buildings.

Allen Bloom is among others who accused college faculties and administrators of capitulating to violence-prone students (27). He points out that a nihilism pervaded American campuses, evidencing itself in protest meetings, obscenity and scatology in the student press, and arrogant trampling of persons as well as principle. Popular music increasingly voiced the drive for freedom from traditional restraints.

Minutes of Board of Governors meetings reflect meagerly the amount and intensity of concern Board members felt about the change in campus climates between 1966 and 1971. Those of March 15, 1968, contain a resolution proposed by the faculty at Eastern Illinois University denouncing the formation of an ROTC unit on that campus, along with a criticism of the State school superintendent for proposing that all public schools expel students who burned their draft cards. At the April 1, 1969, meeting, Legal Counsel Dunn offered suggestions for seeking injunctive relief for the BOG campuses in the event of disturbance. A Campus Disturbance Policy was approved at the next meeting, May 15, 1969. Campus disturbances continued to be a major issue throughout the next two years, however.

Student unrest expanded during the Spring and Fall of 1970. Campus presidents were asked

by the Board to report on "progress made" with respect to campus demonstrations "rather than merely reporting their occurrence." (28) In the same year, the Board adopted a Student Publications Policy specifically holding the institutions responsible for improving the quality of campus-sponsored publications, especially with respect to vilification of people and the use of obscenity. At Western Illinois University, this resulted in President Bernhard dissolving the student newspaper, causing it to move off campus and to continue publication under a privately-funded company named the Bitter Carrot Corporation. (It was not until 1985 that the WIU student paper returned to campus.) In the Campus Disturbance Policy the Board explicitly warned that "unlawful activities will not be tolerated on the campuses under the jurisdiction of the Board of Governors. . . ." Presidents were told to take prompt action if disturbances occurred.

If Board Minutes merely summarize the concerns of Board members and campus administrators about student unrest, written reports from the campuses elucidate the drama of the events. Sachs describes several instances in his book (29). In the Spring of 1969 the Students for a Democratic Society (SDS) tried to radicalize the UNI campus. The stated purpose of the SDS was to destroy the university along with the rest of society. On one occasion, firm action on the president's part, when a potentially ugly sit-in occurred in his office, resulted in students leaving without violence. On another occasion, some Weathermen attempted to seize the microphone from the president's hand as he was addressing students at a university convocation. When he resisted, some students in the audience leaped to the stage and defended him, causing the Weathermen to leave. When Sachs described these happenings to Board members, they became incensed and suggested immediate expulsion of participating students from the university. When he reminded them that Board policy required due process in such instances, one Board member exclaimed, "Fine! Give them all the due process

they deserve and then kick their _____ off the campus." On another occasion, Sachs reported that the campus Black Caucus presented him with a series of non-negotiable demands, implying that if they were not met, violence would erupt. However, when the President remained firm about not being able to meet most of the demands, while taking under consideration those few deserving his response, they left his office peacefully, if not amicably, and no violence occurred on campus.

The unrest of the period was felt at Western Illinois University as well. During the Spring of 1970, there were several demonstrations protesting the Vietnam War and its escalation into Cambodia, the presence of the ROTC on campus, and the deaths of students at Kent State University. President Bernhard and his staff showed restraint in dealing with student agitators throughout this period. During the second week in May, however, several instances of civil disobedience occurred: some students lowered the university flag; a group marched to the town square without a parade permit, perhaps endangering the lives of others as well as their own because of unrestricted traffic; military recruiting in the student union was interrupted; Simpkins Hall, where the ROTC contingent was located (along with the Department of English), was occupied by several hundred students. Bernhard permitted the gymnasium to become a center for dialogue about student concerns but, after three days of continuous meeting, Vice President Richard Poll was sent to give students the choice of leaving the building or remaining inside and facing civil arrest for trespassing. Penalties were explained and faculty members present were also asked to leave. After some discussion, the students left without need of intervention by law enforcement personnel. Violence had been averted.

On another occasion, a group of almost 100 student demonstrators gathered ominously outside Sherman Hall, which housed the university administrative offices and was the repository of student records. Prompt action by campus

security personnel, augmented by local police, averted an almost-certain illegal entry into the building and open conflict. According to a newspaper account, the only actual damage was "a black mark left on a nearby pavement." (30) The danger was very real, however, and many other campuses across the nation suffered terrible losses when buildings were trashed or burned under similar circumstances.

Eastern Illinois University and Chicago State University suffered relatively little damage during this period. Dr. Glenn D. Williams, Vice President for Student Affairs at EIU, reported an incident which took a wry twist. An unhappy student was seen in the act of throwing a rock at an academic building window by a girl he had dated but who reported him to the campus security office. Payment for the window and other penalties resulted but the young man was not expelled. On another occasion, a radical student from the University of Illinois-Urbana addressed EIU students on the need to revolt. He presented reasons why they should march, resist, defile and damage--and then asked if there were any questions. Someone in the crowd called out, "Yes--here's one. When are you going back to the University of Illinois?" After incensing the assembled students with vulgarities, the visitor departed to protect his own safety (31).

During the period of student unrest, campus presidents and Board members faced the dilemma of enabling dialogue and debate about issues of concern to students while not condoning destruction or violence from angry young people who were influenced to some extent by those who were intent on destroying the very fabric of higher education. That no serious damage occurred to any BOG facility, and that no violent altercations occurred between students and either university representatives or law enforcement personnel, is a credit to the good leadership demonstrated by administrators and faculty members, many of whom expressed sympathy for the student concerns but opposed the illegal means of expressing them. The example given of Eastern

Illinois students' reactions to radicalization suggests that the majority of students attending BOG universities were not supportive of violence.

Generally, it was felt by faculty members that student unrest on their campuses was a reflection of sincere and passionate distress about sociopolitical issues over which they had little control. Bitter resentment flamed into action by a few, with support on occasion by many--but on no occasion by the majority. That the leaders of the student movement nationally were unprepared to offer acceptable alternatives to the status quo was expressed in song by one of their own idols, John Lennon:

> "You say you want a revolution?
> Well, you know we all want to change the world.
> You say you got a real solution?
> Well, you know, we'd all like to change the world."

Student unrest did not disappear entirely with the cessation of the Vietnam War. Occasionally during the latter part of the 1970s and early 1980s, Minutes of Board meetings indicate that groups of students would demonstrate--albeit peacefully--to dramatize their concerns about campus issues. On different occasions, students from Chicago State University and Northeastern Illinois University brought placards to Board meetings to indicate their concerns about students rights in campus governance. A group of black students from WIU visited a Board meeting in 1984 to express dismay about administrative support for the Black Studies program and alleged discrimination on the part of some WIU staff members.

On another occasion, the Peoria Journal Star reported that 2,000 WIU students met at an approved outdoor campus location for a "pro-American rally." This was a protest against the holding of American hostages by the government of Iran. The only tense moment occurred when some students tore and then burned an Iranian flag.

Otherwise, activities were limited to brief speeches alternated with amplified rock and roll recordings and the waving of signs denouncing the Ayotollah and extolling the United States (32).

The concerns of students at Illinois universities during the late 1960s and early 1970s did not go unheeded. In fact, they resulted in a fundamental change in the membership of the BOG and other Illinois public university boards. During the Spring of 1973, the General Assembly amended the Statutes to permit the election of student representatives, one from each campus, to their respective boards and to the Illinois Board of Higher Education on a non-voting basis. David Davis, a student at Eastern Illinois University, was the first student so elected to the Board of Governors, being recognized during the meeting of October 18, 1973. By March, 1974, the student bodies at the other four universities had elected their respective representatives. Student Board members began to meet informally the evening before Board meetings to discuss agenda items of interest to them and their student constituents and to exchange information about their respective campuses. The practice continues albeit the only significant issue apparently coming from such caucuses is the annual resistance to the possibility of tuition increases.

Generally speaking, BOG members have little contact with students on campuses except on ceremonial occasions such as Commencement. They are kept informed about student concerns, however, both by student Board members and by the presidents.

Enrollments

In one sense, the years between 1960 and 1975 were the golden ones for higher education. The post-war "baby boom" produced an unprecedented number of young people who attained college age during the 1960s and early 1970s. In 1961, President John F. Kennedy vowed to get a

man to the moon by 1970, and during the middle 1960s President Lyndon Johnson developed his plans for the "Great Society". Both programs generated waves of research activities throughout higher education. The U.S. Office of Education expended tremendous sums for academic program development, improvement in instruction and other educational ventures at all levels--K-12 and in higher education. Budgets were increased dramatically for the National Science Foundation, the National Institutes of Health and other federal agencies which funded university faculties in both applied and basic research. Between 1960-1975 there was a doubling in the number of colleges in the United States and an expansion of virtually every existing institution of higher learning. One thousand eleven new public and private colleges opened during this period, a majority of them two-year institutions. Student enrollments increased three-fold, from 3.6 million in 1960 to 9.4 million in 1975--and five million of these new students entered public colleges and universities (33).

Enrollment figures for the U.S. and for Illinois revealed a pattern of greatest growth between 1960-1975 both in terms of absolute numbers and percentage, as revealed in Table I. Data from Table II reveal that the BOG institutions showed the greatest increases between 1965-1975, principally because of a 250 percent increase in students at WIU.

TABLE I

HIGHER EDUCATION ENROLLMENTS IN THE U.S., ILLINOIS AND BOARD OF GOVERNORS UNIVERSITIES, 1960-1985

Year	U.S.	Illinois	BOG Schools
1960	3,610,007	200,092	--
1965	5,920,864	283,403	20,472
1970	8,580,887	434,533	38,122
1975	11,184,859	657,891	46,622
1980	12,096,895	714,218	44,569
1985	12,247,055	698,521	45,070

Sources: Data Book on Illinois Higher Education, IBHE, 1987, p. 71.

TABLE II

ENROLLMENTS IN BOARD OF GOVERNORS UNIVERSITIES, 1965-1986

Year	CSU	EIU	GSU	UNI	WIU
1965	4,588	5,569	--	3,849	6,466
1970	6,507	8,899	--	8,409	14,307
1975	6,615	9,879	4,579	10,179	15,370
1980	7,404	10,419	4,921	10,075	11,750
1985	7,327	10,491	5,326	10,081	11,845
1986	7,763	10,653	5,568	10,638	12,075

Sources: Enrollment Reports, Board of Governors of State Colleges and Universities in Illinois, and, Data Book on Higher Education, IBHE, 1987, p. 73.

Every one of the BOG universities showed striking increases in enrollments between 1965-1986. UNI showed the greatest increase during this period, followed by WIU and EIU, both of

which doubled their 1965 enrollments. EIU undoubtedly would have exceeded the 10,000-student mark had it not been restricted by the IBHE staff recommendation already mentioned. Governors State enrollments remained between 4,500-5,000 for its first ten years, but some innovative "2+2" programs with area community colleges encouraged attendance by older students at night classes. This, combined with courses offered by television, caused enrollments to rise at that university.

Western Illinois University suffered a serious decline in enrollments between 1976-1980, which paralleled similar declines at many other public universities located in rural areas, such as Ohio University at Athens, Northern Colorado at Greeley, and several SUNY universities. The decline was attributed primarily to WIU's location and its prior dependency on more than 40 percent of its students coming from the Chicago area. The latter was affected by the opening of a major highway linking Chicago to DeKalb, where Northern Illinois University is located; and, by another interstate highway which linked Chicago to Normal, Illinois, the home of Illinois State University. Implementation of an aggressive Enrollment Management Plan turned WIU's enrollment around after 1984, however.

WIU, through Board approval of a policy permitting in-state tuition for residents of eight Missouri and Iowa counties located on the Mississippi River across from the Illinois region Western serves, and through the expansion of undergraduate offerings in the Quad Cities area, should at least maintain and possibly expand its 1986 enrollments of 12,000+ students, even though a continuing decline in the number of high school students in the state is predicted.

Demographic Data About BOG Students

Data about the average age, sex, race and national origin of students attending BOG

universities in 1986 are instructive. They are summarized in Tables III and IV. Comparisons with the other public university systems are included.

Table III reveals that the BOG System enrolls students whose average age is older than those attending other public universities in Illinois. This is due primarily to the large number of older students at the three Chicago commuter universities--Chicago State University, Governors State University and Northeastern Illinois University. Students at the two residential universities, Eastern and Western, are more similar to those attending other residential public universities than they are to the three BOG commuter schools. Governors State University has the distinction of enrolling the oldest undergraduate and graduate students among all Illinois public universities, with mean ages of 31.7 for undergraduates and 37.0 years for graduate students.

Data from Table IV show that, in 1986, the BOG universities enrolled a higher percentage of black and hispanic students than did any other public university system in Illinois. Approximately 21 percent of all BOG students were black; the next highest percentage is in the Southern Illinois System, with just over 10 percent. The University of Illinois enrolls a slightly higher percentage of Hispanic students than do the Board of Governors schools (±4% vs. 3.7%) but the Board of Regents and SIU systems enroll only one percent or less from this minority group.

Among the BOG universities, Chicago State enrolls the highest percentage of blacks (83 percent) and only 12 percent of CSU students are white. This is due primarily to the location of CSU in an almost entirely black area of south Chicago. In 1986, Northeastern Illinois and Governors State universities enrolled only about 18 percent and 12 percent blacks, respectively. On the other hand, UNI's location in the near north side area of Chicago contributed to the largest percentage of enrollees of Hispanic

TABLE III

AVERAGE AGE OF STUDENTS ENROLLED IN BOG UNIVERSITIES AND OTHER ILLINOIS UNIVERSITY SYSTEMS BY SEX AND LEVEL OF INSTRUCTION, 1986

Institution	Men			Women			Total		
	Under-graduate	Graduate	Total	Under-graduate	Graduate	Total	Under-graduate	Graduate	Total
Public Universities									
Board of Governors									
Chicago State University	28.3	37.3	30.5	27.7	38.6	30.4	27.9	38.2	30.4
Eastern Illinois University	21.0	31.2	22.1	21.0	33.5	22.6	21.0	32.5	22.3
Governors State University	30.2	36.6	33.4	32.7	37.2	35.2	31.7	37.0	34.5
Northeastern Illinois University	26.0	35.6	27.9	26.0	36.8	29.2	26.0	36.4	28.7
Western Illinois University	22.4	31.7	23.7	22.4	35.5	25.6	22.4	34.1	24.7
Total	24.0	34.7	26.1	24.7	36.6	27.9	24.4	35.9	27.1
Board of Regents									
Total	21.6	32.3	23.5	22.0	33.8	24.5	21.8	33.1	24.0
Southern Illinois University									
Total	23.4	30.9	24.7	23.3	33.0	25.4	23.4	31.9	25.0
University of Illinois									
Total	21.4	28.4	23.6	21.4	30.1	23.7	21.4	29.1	23.6
Total Public Universities	22.5	30.6	24.3	22.8	33.4	25.3	22.6	32.0	24.8

Source: Data Book on Illinois Higher Education, 1987.

TABLE IV

RACE OR NATIONAL ORIGIN OF STUDENTS ENROLLED IN BOG UNIVERSITIES AND OTHER ILLINOIS UNIVERSITY SYSTEMS, 1986

Institution	White Non-Hispanic	Black Non-Hispanic	Hispanic	Asian or Pacific Islander	Non-Resident Alien	Am. Indian or Alaskan Native	No Indication	Total
Public Universities								
Board of Governors								
Chicago State University	951	6,460	173	53	117	9	0	7,763
Eastern Illinois University	10,004	470	54	42	70	13	0	10,653
Governors State University	4,209	1,007	119	57	60	12	104	5,568
Northeastern Illinois University	7,271	1,276	1,212	773	76	30	0	10,638
Western Illinois University	9,392	982	163	95	497	18	928	12,075
Total	31,827	10,195	1,721	1,020	820	82	1,032	46,697
Board of Regents								
Total	44,725	2,506	673	844	1,034	84	225	50,091
Southern Illinois University								
Total	27,502	3,517	469	501	2,206	94	0	34,289
University of Illinois								
Total	47,446	3,801	2,616	4,684	3,378	138	2,541	64,604
Total Public Universities	151,500	20,019	5,479	7,049	7,438	398	3,798	195,681

Source: Data Book on Illinois Higher Education, 1987.

descent among the BOG schools. (UI-Chicago, with 8 percent from this group, had the largest number--1,880).

The proportionally large enrollments of minorities in the three BOG commuter universities permit the BOG to lead the other state systems in providing opportunities to blacks and hispanics who need access to higher education in order to enter the mainstream of American economic, social and cultural life.

Both Eastern Illinois and Western Illinois universities admit students whose average ACT scores are above the national average, while those enrolled in the three commuter Chicago schools cluster around the mean for U.S. entering college students. This may be a function in part of more students at the Chicago schools entering at a later age and thus "out of practice" in taking standardized tests. Nevertheless, the marketability of their graduates indicates that BOG students compare very favorably in academic achievement with those of other regional public universities in Illinois and throughout the nation.

Educational Costs and Financial Assistance

Obviously, for many students educational cost is a limiting factor as to whether they enter college at all and, if so, what kind of institution they select. The state of Illinois has adopted two major mechanisms to assist students with limited finances to gain access to a collegiate education. As previously mentioned, the excellent Community College System has more than 50 campuses located strategically across the state so that very few, if any, citizens have to travel more than 40 miles to get to one. The state has also established one of the finest scholarship programs in the United States. It is administered by the Illinois State Scholarship Commission (ISSC) which, in 1987, received more than $120,600,000 from state appropriations.

Two-thirds of ISSC scholarship funds go to students enrolled in private colleges in Illinois; one-third of the dollars are distributed to students attending public universities. In 1988, there was a "cap" of $3,100 for students attending private universities, many of whom charge much higher tuition than that.[3] Tuition at Illinois public universities averages about $1,200 per student. This means that one-third of students attending Illinois private schools receive two-thirds of the ISSC scholarship funds while one-third of students who get ISSC scholarships attend public universities. This system permits more options for students in terms of electing to attend public or private colleges; it also serves as a subsidy to private colleges throughout the state which otherwise might have a difficult time fiscally. The majority of students attending BOG universities receive at least partial support from ISSC funds to assist with their educational expenses.

In addition to ISSC funds, other types of financial aid are available to Illinois public university students--and in considerable amounts. A combination of ISSC awards, tuition waivers, loans and grants or scholarships from a wide variety of federal, state and institutional resources provided almost $387 million to students attending public universities in Illinois. This is one of the most generous financial support programs for students in any of the states. (See Table V)

Because the costs of graduate education are 2-3 times greater than those for undergraduate instruction, a higher proportion of financial assistance goes to graduate students. The disparity is especially noticeable in the "Employment" category, where payments to graduate teaching assistants are included. All public Illinois universities provide such reimbursements

---

[3]The "cap" is revised upwards as legislative appropriations permit.

TABLE V

VALUE OF UNDERGRADUATE AND GRADUATE FINANCIAL ASSISTANCE BY TYPE AND STATUS, FY1986

Public Universities	Value of Grants, Scholarships and Tuition Waivers	Total Loans	Total Employment Income	All Types
Undergraduate	$123,268.2	$ 99,576.5	$32,936.8	$255,781.3
Graduate	39,384.2	37,026.9	54,711.2	131,122.3
Total	$162,652.4	$136,603.4	$87,648.0	$386,903.6

Source: Data Book on Illinois Higher Education, 1987.

to a limited percentage of their graduate students; payments for undergraduates typically are for technical and non-technical services they provide in a wide variety of campus jobs. More than 80 percent of students attending BOG universities receive some form of financial assistance.

The data in Table VI indicate tuition and fee costs to students attending Illinois public universities during 1986-1987. They clearly demonstrate that the instructional costs for undergraduate students at BOG schools are lower than those for students in the other Illinois public universities, except for SIU-Edwardsville. This is true for both the lower division and upper division levels. Graduate tuition and fees in BOG schools are similar to those in comparable urban and residential public universities. There is greater variation in tuition and fees among schools in the BOG system than between tuition and fees of the BOG universities as a group and those of the Board of Regents and Southern Illinois University systems. The higher costs at EIU and WIU reflect higher laboratory and other required fees (including those for athletics) than for those at the three commuter universities.

In any event, relatively modest instructional costs at Illinois public universities, and especially at the five BOG institutions, combined with one of the nation's best publicly supported scholarship programs and the availability of community colleges for students who cannot afford to attend a public university, make a college education available to virtually any academically-qualified person in the state. The cost/accessibility issue has continually been of concern to successive governing boards because students, as mentioned earlier, have objected to every proposed tuition increase. In this, they are like students in practically every other state.

TABLE VI

TYPICAL TUITION AND REQUIRED FEES FOR FULL-TIME, IN-STATE UNDERGRADUATE AND GRADUATE STUDENTS FROM THE 1986-87 ACADEMIC YEAR

Institution	Undergraduate		Graduate
	Lower Division	Upper Division	
Public Universities			
Board of Governors			
Chicago State Univ.	1,220	1,278	1,352
Eastern Ill. Univ.	1,493	1,541	1,625
Governors State Univ.		1,168	1,252
Northeastern Ill. Univ.	1,319	1,367	1,306
Western Ill. Univ.	1,517	1,517	1,625
Board of Regents			
Illinois State Univ.	1,526	1,526	1,550
Northern Ill. Univ.	1,630	1,630	1,672
Sangamon State Univ.		1,074	1,104
Southern Ill. Univ.			
SIU - Carbondale	1,603	1,603	1,603
SIU - Edwardsville	1,352	1,352	1,367
Univ. of Illinois			
U of I - Chicago	2,138	2,384	2,691
U of I - Urbana/Champaign	1,960	2,206	2,514

Source: Data Book on Illinois Higher Education, 1987.

THE FACULTY

The professoriate has always been held in high esteem by society. Teaching is recognized as an honorable if underpaid profession. Without effective instruction provided by the nation's professors, progress would come to a quick halt and society would suffer drastically. Administrators and staff exist to serve the professors and their students, rather than the opposite--or so it should be. Yet many professors in higher education today are unhappy with their lot. The disillusionment comes neither from the ambience in the classroom and laboratory nor from the style of life followed by academics. Rather, it results primarily from a sense of frustration and disappointment over public support for higher education.

Staffing and Salary Patterns

Before examining one of the most critical issues to come before the Board of Governors in its first twenty years of existence, i.e. collective bargaining with the faculty, it is well to review the staffing and salary patterns for the Illinois public universities. These data demonstrate both the enormity of commitment the state of Illinois has made to provide qualified professors for the 200,000 students who attend Illinois public universities as well as the roots of faculty dissatisfaction with their treatment as scholars and professionals.

The faculty:student ratio extrapolated from these data is 1:16 (195,680 students divided by 12,043 faculty members). This ratio is somewhat misleading, however, since it includes all faculty appointments funded by state appropria-

TABLE VII

BUDGETED STAFFING LEVELS IN ILLINOIS PUBLIC UNIVERSITIES IN STAFF YEARS BY STAFF CLASSIFICATION AND FUND SOURCE, FY1987

System/Institution	Appropriated					Non-appropriated				
	Administrative	Faculty	Civil Service	Student Employees	Total	Administrative	Faculty	Civil Service	Student Employees	Total
Board of Governors										
Chicago State University	106.8	341.8	346.5	71.7	866.8	10.0	41.8	46.2	137.5	235.5
Eastern Ill. University	122.1	542.5	400.7	57.9	1,123.2	63.7	41.6	359.5	249.1	713.9
Governors State University	75.2	216.4	234.3	24.0	549.9	9.4	13.7	43.3	52.5	118.9
Northeastern Ill. Univ.	132.0	383.2	431.0	66.8	1,013.0	11.0	17.3	39.8	86.1	154.2
Western Ill. University	160.1	592.7	575.1	90.8	1,418.7	34.6	55.9	242.3	186.8	519.6
Bd. of Governors, Central Office	18.0	.0	7.0	.0	25.0	.0	.0	.4	.0	.4
Co-op Computer Center	11.0	.0	61.0	.0	72.0	.0	.0	.0	.0	.0
ECN - Educ. Computing Network	2.0	.0	12.7	4.8	19.5	.0	.0	.0	.0	.0
Total	627.2	2,076.6	2,068.3	316.0	5,088.1	128.7	170.3	731.5	712.0	1,742.5
Board of Regents Total	601.4	2,296.6	2,040.2	558.8	5,497.0	166.1	257.2	1,158.6	761.7	2,343.6
Southern Illinois University Total	629.6	2,234.9	2,076.7	681.0	5,622.2	344.9	316.4	957.4	762.2	2,380.9
University of Illinois Total	1,623.3	5,434.9	6,542.8	889.0	14,490.0	1,822.8	3,077.8	4,955.9	1,565.7	11,422.2
Total Public Universities	3,481.5	12,043.0	12,728.0	2,444.8	30,697.3	2,462.5	3,821.7	7,803.4	3,801.6	17,889.2

Source: Data Book on Illinois Higher Education, 1987.

TABLE VIII

AVERAGE SALARY OF FULL-TIME FACULTY IN
ILLINOIS PUBLIC UNIVERSITIES, BY SEX AND RANK, FY1987
(ALL CONTRACT LENGTHS)*

(dollars in thousands)

	Professors			Associate Professors			Assistant Professors			Instructors			All Ranks		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Board of Governors															
Chicago State University	$34.5	$34.0	$28.8	$28.8	$27.8	$28.3	$24.3	$24.6	$24.4	$20.4	$22.2	$21.5	$30.0	$27.4	$28.9
Eastern Illinois University	35.8	33.3	35.5	30.3	28.1	29.8	25.7	23.8	24.9	20.7	19.4	20.1	30.8	25.5	29.4
Governors State University	-	-	-	-	-	-	-	-	-	-	-	-	34.7	31.0	33.4
Northeastern Illinois University	35.5	34.1	35.1	30.3	28.4	29.6	26.6	24.5	25.6	-	22.4	22.4	32.4	28.6	31.0
Western Illinois University	36.8	33.3	36.3	32.3	30.5	31.9	28.1	27.1	27.8	18.6	17.0	17.8	32.5	26.9	31.1
Board of Regents															
Illinois State University	40.4	39.1	40.2	32.5	32.2	32.4	27.5	26.0	27.0	19.5	18.5	18.9	33.4	27.9	31.9
Northern Illinois University	43.5	41.3	43.3	34.6	31.2	33.9	28.2	26.3	27.5	17.8	17.2	17.4	35.5	25.2	32.5
Sangamon State University	38.7	37.1	38.5	33.7	32.3	33.3	29.3	25.5	28.2	-	-	-	34.1	31.0	33.3
Southern Illinois University															
Carbondale	43.5	40.0	43.3	33.5	32.3	33.3	28.9	26.2	28.2	24.1	22.1	23.4	35.0	28.8	34.0
Edwardsville	39.5	37.1	39.2	33.9	31.2	33.2	29.8	26.8	28.9	26.5	21.7	22.8	36.0	28.7	34.2
University of Illinois															
Chicago	51.3	47.5	50.8	36.5	34.9	36.1	32.9	29.0	31.5	23.8	23.2	23.5	40.9	34.2	39.3
Urbana-Champaign	54.5	45.8	54.0	38.6	34.9	38.0	33.8	30.6	33.0	-	-	-	46.3	35.8	45.0

*Twelve-month salaries are converted to a nine-month equivalent using a factor of 9/11.

NOTE: All-Rank data only are shown for institutions which do not use traditional faculty ranks.
Salary data are not displayed when the number of individuals in a given rank and/or gender is less than three.

Source: Data Book on Illinois Higher Education, 1987.

tions, i.e. there is a relatively smaller number of faculty positions devoted solely to instruction. Research and public service faculty positions are included in the totals given and the ratio of faculty members to students is somewhat higher because of this. BOG universities are provided only one faculty position per 22.5 students; this is unacceptably high. More faculty positions need to be funded for the BOG schools, especially at Chicago State University, Northeastern Illinois University and Eastern Illinois University, where teaching loads are very high compared to national standards. In fact, only Illinois State University, among all other Illinois public universities, has a comparably high faculty:student ratio to that of these BOG institutions. The reason for this is found in the IBHE Master Plan, which indicates that undergraduate instruction is the major mission of the BOG universities, so that fewer positions are allocated for research and public service activities.

The faculties of the Board of Governors universities are the most underpaid of all public university faculties in Illinois at every rank save that of instructor, the lowest paid faculty category. Faculty members at the BOG universities earn $8,000 - $14,000 per year less, on the average, than their peers at the University of Illinois, although they generally received their terminal degrees from the same or comparable universities and demonstrate comparable years of experience and faculty rank as do faculty members at that institution.

Lesser differences occur among BOG faculty salaries and those for faculty members at the Southern Illinois University and Board of Regents universities but the same arguments for equity prevail.

Faculty dissatisfaction occurs principally because of the inequity in faculty salaries among the different public university systems, as well as the fact that--at least for the three Chicago-area BOG schools--the salaries for public school teachers and community college teachers in

Chicago have increased at a rate higher than rates for the public university faculties over the past 15 years. It is not surprising, therefore, that the roots of this concern were expressed by BOG faculty members very early on.

Collective Bargaining with the Faculty

When the Teachers College Board became the Board of Governors in 1965, the following policy statement was carried over to successive BOG policies:

> "4. The creation of inter-institutional faculty and/or student committees and conferences is encouraged. An example of such committee (sic) for the faculties is the Joint Faculty Policy Committee and the Joint Faculty Salary Committee." (34)

During the first years of its reorganization, the Board received regular reports from the Faculty Salary Committee. Several BOG faculties expressed the desire for more formal relationships between the Board and the faculty. However, the Minutes of June 21, 1965, indicate that, after a discussion of prevailing rate contracts for other university employee categories, the Board affirmed the current AAUP Statements as the guiding principles to be followed in the relationships with the faculty (35). In fact, there was strong resistance to faculty suggestions that collective bargaining be instituted. Richard Dunn observed that, sometime during 1966, a "rump session" of the Board was held in the Bismarck Hotel, Chicago, resulting in general agreement among members that they would not support collective bargaining with the faculty (36). (Unions already had won the right to represent certain categories of campus civil service workers.) Over the next several years, Board members rejected requests from faculty representatives for collective bargaining.

In the Spring of 1968, faculty members at Northeastern Illinois State College went on strike because their requests for collective bargaining and higher salaries were not honored. The strike lasted three weeks, with classes being conducted by non-striking faculty members and administrators who were qualified to teach. Dunn observed that the strike did not get much attention from the Chicago media because of civil disturbances that swept the country after Martin Luther King's assassination (36).

In January, 1968 the Board formally rejected a request from the AFT Local 1600 for that union to represent faculties at Chicago State College and Northeastern Illinois State College. Sachs, who was President of NEISC at that time, felt certain that, if a referendum had been permitted, it would have failed and perhaps delayed other attempts at collective bargaining for years to come. Instead, the Board's rejection seemed to have had the effect of generating more support among faculty members for unionization (37). Long discussions about faculty requests for collective bargaining are recorded in the Minutes of meetings throughout 1973 and 1974. In May, 1974, the BOG Council of Faculties again was denied a request for a campus-by-campus referendum. Board members questioned the validity of a collective bargaining referendum in the absence of a permissive state law. On January 9, 1975, Chairman Ladd appointed a committee to study collective bargaining; however, in May of that year the Board again rejected collective bargaining without enabling legislation. (The Illinois House of Representatives already had passed an enabling Bill but the Senate had not yet acted.) Ladd then appointed a Task Force from the Board and its staff to provide guidelines for the Board in case enabling legislation did occur.

Donald Walters had been appointed Executive Officer of the Board in the Summer of 1975, coming from Massachusetts with an impressive record of successful negotiations with faculty unions in that state and elsewhere. That Fall, Dr. Margaret Schmid, a faculty member from North-

eastern Illinois University, was appointed President of Local 3500, American Federation of Teachers. At the October 16 meeting, she was denied permission to address the Board about faculty collective bargaining on the technicality that she had not followed correct procedure in being placed on the formal agenda. This set up one of the most dramatic meetings in the history of the Board of Governors.

As mentioned earlier, Governor Dan Walker, who had received significant support from unions in his 1972 election campaign, had the opportunity to appoint five new members to the Board of Governors in 1973 and 1974. Included among them was Harold Fay, who was himself a union representative in the Alton area. The agenda for the November, 1975, BOG meeting included a discussion of a referendum regarding collective bargaining for faculty members. One of Governor Walker's appointees, Daniel Alvarez, was late for the meeting but arrived in time to vote on the collective bargaining issue. With the full Board present, the motion to permit collective bargaining for the BOG universities was defeated 5-4. (It is noteworthy that Dr. Angelina Pedroso, representing the Council of Faculties, and Ms. Lois Mills, representing the WIU AAUP Chapter, argued vigorously <u>against</u> a collective bargaining vote at that time.) Immediately following defeat of the original motion, however, a motion was made to hold a concurrent referendum on the five campuses to determine whether faculty members wished to hold an election referendum; the motion was passed, 5-4. The <u>Minutes</u> of the November meeting indicate that the Chairman deplored the "political pressure" which had been applied to the Board of Governors with respect to this matter.

In May 1976, the Board authorized a system-wide referendum so the faculty could express opinions about collective bargaining as a way for the faculty to express concerns about matters affecting them. This led to an election, in October 1976, of a bargaining agent to represent the faculty. Local 3500, AFT, was selected. The

original contract with the AFT was approved by the Board in November 1977. It contained standard provisions for salary, sick pay, staff reduction procedures, grievance procedures and management rights. A "no lockout/no strike" provision was included to be in effect until August, 1979, by which time the initial contract was to be renegotiated. Thus began a new phase in the relationship between the Board of Governors and the faculties of the five universities. BOG members had delayed collective bargaining for 12 years but the determination of those faculty members desiring a union, fused with the appointment of a majority of new Board members by a sympathetic governor, finally prevailed.

All Board members, presidents and faculty representatives contacted about this matter agreed that collective bargaining was the most significant issue of the 1970s for the Board of Governors system. Dunn, among others, opined that there has been "no really serious issue" to come before the Board since collective bargaining (36). It is significant that contracts have been renegotiated on schedule ever since. Copies of the existing contracts are available through the Board of Governors of State Colleges and Universities, Springfield, Illinois.

In general, there has been an agreeable acceptance of collective bargaining as a means of dealing with faculty rights and responsibilities. Some faculty members in professional schools, such as the colleges of business administration, indicate some negativism, and full professors have not profited proportionately as much as younger faculty members at the assistant professor and instructor ranks, but there has been no organized attempt on any of the campuses to subvert collective bargaining and the faculty union. It is interesting that the Board of Regents system conducted a campus-by-campus referendum in 1986 to determine whether faculty members at each of its three universities wished to bargain collectively. The proposal was defeated at Illinois State University, results were contested at Northern Illinois University, and the proposal

was supported by faculty members at Sangamon State University. Thus, another governance system in Illinois dealt differently with the collective bargaining issue than did the BOG.

Ironically, the prime goals of collective bargaining had not been achieved as of Spring, 1988. According to Richard Wagner, Executive Director of the IBHE, "Collective bargaining brought no significant budgetary increases for the Board of Governors over other systems." (38) The union, like administrators and Board members, had not been able to persuade either the IBHE or legislators that faculty members at the BOG universities deserved extra funding to "catch up" in salary with faculty members at other universities. Each year, because of the method by which the IBHE recommends salary increases, BOG faculty salaries fall farther behind those of other Illinois universities. The IBHE recommends the same percentage salary increases for faculty members at all public universities; the increases are applied across-the-board to all institutions in lump sum amounts. Thus the actual dollars for salary increases, over several years, amount to considerably more actual dollars than for those universities which had higher base salaries to begin with. This budgeting procedure has been in effect since the 1960s and IBHE has shown no inclination to change it. And, as indicated previously, the faculty union--any more than the BOG staff and the presidents--has not been able to persuade the IBHE that "catch up" funds should be appropriated to the BOG faculties to provide equity in salary levels.

Relationships Between the Board and the Faculties

Since collective bargaining was adopted by the BOG, the Council of Faculties (COF), rather than the union, has continued to officially represent the faculty at Board meetings. Since 1978, there has been a marked diminution in COF presentations to the Board and, as a matter of fact, several Board members have observed that

the UPI/AFT representatives "get more done" when they make special requests for additional instructional funding--including salary increases--than does the Council of Faculties.

In reality, and with a few exceptions, Board of Governors members have little direct contact with campus faculties and faculty senates. The Board staff, augmented by representatives from each of the university administrations, deals primarily with the faculty union. The Chancellor makes annual campus visits which include meetings with faculty representatives; the Vice Chancellor for Academic Affairs visits each campus with reasonable frequency. All formal faculty matters requiring Board approval go through campus channels. Those emanating from the department go to the dean, provost and the president; those emanating from the Faculty Senate are forwarded to the provost, who usually discusses them with the Council of Deans before sending them to the president. This preserves the principle that "the best supervision is closest to the work source." It insures a series of campus checks-and-balances on faculty issues.

OTHER MAJOR ISSUES

:Affirmative Action
:The Cooperative Computer Center (Chicago) and Common Software for the BOG System
:Interaction With Other State Agencies

Although a tremendous variety of topics is recommended for review by Board members each year, most of them are routine matters that can be examined through reference to a bound Annual Minutes of the Board of Governors. Three major issues selected for examination were so unique in their implications for the entire BOG System, however, that they deserve some clarification.

Affirmative Action: A Reprise

The rights and responsibilities of women and minorities have been of concern to the Board of Governors since its inception in 1965. The Roth case, argued before the Supreme Court, had determined due process mechanisms, and Board policies and practices from the beginning recognized the right of appeal based on grievance. The first reference to educational benefits for minorities, however, occurs in the Board Minutes of May 16, 1968, when the Council of Presidents was asked to study the issue. At the following meeting, on June 10, the Board approved eligibility for scholarships for minorities "up to five percent of FTE enrollment".

Other expressions of concern for the welfare of minorities were evidenced during the late 1960s. Eastern Illinois University named its new student center for Martin Luther King, Jr.; Western Illinois University opened the Gwendolyn Brooks Cultural Center, named for the black poet laureate of Illinois, and allocated funds for the

Casa Latina, a neighborhood house near the campus for Hispanic students. A variety of programs was instituted at Chicago State University and Northeastern Illinois University to encourage pride in minority achievements and support of affirmative action/equal opportunity objectives. They are recorded in the volumes by Kearney and Moore, op. cit., and by Sachs, op. cit.

In April, 1974, thanks largely to the leadership of Leon Davis, a system-wide affirmative action policy was adopted. Each university was required to appoint an affirmative action officer to stimulate continuing campus interest in women's and minority affairs, to monitor equal opportunity and affirmative action guidelines in enrollment efforts and hiring practices, and to encourage campus activities of benefit to minorities. Since then, annual reports about campus affirmative action programs have been presented to the Board. Since 1975, affirmative action activities have been coordinated by a central office staff member.

That year, Donald Walters, the Board's executive director, reported that "the BOG was first among Illinois public universities in the employment of minorities." Casey Banas, a respected columnist from the Chicago Tribune, noted in the same year that Chicago State had "tougher" admission policies than the University of Illinois at Chicago, complimenting CSU for its accessibility to minorities. Because of the commitment of Board members and presidents to equal opportunity and affirmative action principles, increases in enrollment of minority students were reported every year from 1977-1987. Dunn pointed out that well-defined policies led to actions which increased the racial balance among faculties, staff and students and led to increased hiring of women (36). Nancy Froelich observed that a recent demographic study "reminded the Board that one out of three people in the United States today will belong to a minority by the year 2000." As Chairperson, she called for consistent implementation of affirmative action and equal opportunity guidelines,

reminding Board members and presidents that "We must do a better job with elementary schools and high schools as well" in this effort (39).

The Board of Governors has spent much time since 1970 dealing with the concerns of minorities and women. As early as 1977, Women's Studies programs were first noted in Board Minutes, although UNI had established such a program in the late 1960s. In fact, some Board members have expressed dismay from time to time about the amount of time and effort so invested. "There has been too much concern about individual rights and not enough about society's rights," claimed one, who did not wish to be identified. Richard Wagner observed wryly that "Fewer educational concerns than human rights issues emanated from Chicago State and UNI." Dunn reported that more than 50 cases of alleged discrimination were investigated by his office in 1981; the number dropped by more than one-half six years later, however (36).

The record indicates that the Board of Governors System, in large part because of the concerns of members like Leon Davis, Daniel Alvarez, Norma Relph, Robert Ruiz, Evelyn Kaufman and Wilma Sutton, has demonstrated consistent and continuing concern about minorities and women throughout the 1970s and 1980s. While individual campuses occasionally were unable to satisfy the demands of minorities, an enviable record of accomplishment has been achieved at each of the universities. Eastern Illinois University and Western Illinois University have difficulty in recruiting black faculty and staff members because of their rural, small-city locations--but not because of lack of effort. The three Chicago campuses demonstrate significant leadership in hiring minorities and in attracting large minority enrollments. None of the five universities has achieved parity in salaries for women but significant progress has been demonstrated--and will continue to be shown--in this area. While problems occur from time to time, equal opportunity and affirmative action policies and practices approved by the Board assure good faith

compliance with federal and state guidelines by the various campuses.

The Cooperative Computer Center in Chicago and Common Computer Software for the BOG System

When the Board of Governors was founded in 1965, both Eastern Illinois University and Western Illinois University had modest computer capabilities which were campus-based and campus-dedicated. When Chicago State College and Northeastern Illinois State College joined the BOG in 1966, neither of them had sufficient computer facilities to handle the demands of their campuses. During the late 1960s, the need for adequate computer capabilities increased significantly. CSC and NEIC increased in enrollments and staffs and their capital funding needs expanded; GSU joined the System in 1969; and, planning activities increased on all three campuses. In 1969, the Board appointed a committee to make recommendations about a common facility for the three commuting campuses. The Cooperative Computer Center (CCC) was approved by the Board and funding was recommended for the following year.

The Center was located at Elmhurst College, following the appointment of Dr. Harold Mohammed as Center Director. A master plan was developed and the CCC expanded its operations significantly over the next several years. An executive committee consisting of the three Chicago area presidents, the Center Director, and the BOG Executive Officer gave policy direction to the Center, which joined the Illinois Educational Consortium (IEC) and the Mid-Illinois Computer Cooperative (MICC), organizations which were founded in order to provide universities with consulting about computer hardware and software as well as to obtain reduced prices for hardware and software purchases.

The CCC experienced several changes in

leadership between 1974 - 1980 and Board Minutes reflect much discussion about the activities of the Center. Most of the major problems were ironed out within the decade although campus presidents continued to indicate that the CCC did not operate as effectively as they had hoped and expected.

During the late 1970s, computer costs at the CCC and the two downstate universities increased dramatically. This claimed the attention of several Board members. In 1980, James Althoff recommended the appointment of a Board committee to analyze the computer needs of the five campuses and the central office and to make recommendations about common computer software for the BOG System. An administrative committee composed of campus vice presidents for administration and chaired by Dr. Layzell formulated such a plan and the Board then appointed an Implementation Task Force (ITF) in 1982. The ITF in turn recommended a new Board staff position to oversee system-wide computer needs and to monitor expenditures for hardware and software on the campuses.

Mr. Al Lind joined the BOG staff in 1983 and later became Assistant Vice Chancellor for Information Systems. He and the university vice presidents for administration, acting on recommendations from the Implementation Task Force, generated a plan to provide common software for the financial accounting and reporting, and for student financial records. By 1985 the Financial Accounting System (FAS) was in operation and the Task Force, which was composed of six committees each of which had five members from each campus, began comprehensive planning for the Position, Personnel and Payroll System (PPPS). Adopting the position control program which WIU already had developed enabled the task force to work on software for personnel and payroll matters. Alas, by 1988, the system still had not been agreed upon and the Financial Aid Management System (FAMS)--projected for initiation by FY1988--had not been implemented, even though a software package had been purchased.

When asked to evaluate the common computer software system, there was almost unanimous agreement from campus representatives that the problems in dealing with the data needs of five diverse campuses militated against easy solutions. Differing opinions, sometimes motivated by "turf considerations," caused delays. There were differing interpretations both of vague state regulations and Board objectives. Different campuses provided differing levels of support for planning activities; consequently, some campuses did not have sufficient back-up personnel for Task Force activities. Finally, there was a reluctance to change from the known to the unknown. In general, campus representatives felt that the common computer software efforts have not been productive for their individual campuses. Excessive institutional costs to support the planning activities--both in terms of personnel and dollars--and difficulties in reaching agreement about aspects of common software, have caused some antagonism. Nevertheless the university presidents, vice presidents and campus computer center directors are united in their determination to pursue this Board objective to a successful resolution.

Interactions With Other State Agencies

In FY1988, higher education in Illinois received more than $1.25 billion in appropriated funds, making it the fourth largest budget agency in the state of Illinois. Only the Departments of Transportation, Public Aid and State Board of Education receive larger annual appropriations than higher education; elementary and secondary education receive about three times the amount allocated to public colleges and universities. This makes the General Assembly the single most important agency with which the Board of Governors interacts. Long ago, the IBHE and the system heads in Illinois formulated guiding principles for working with the legislature and its individual members.

Generally speaking, the most important legislative bases to be touched by public universities are the Appropriations Committees of both the Senate and the House of Representatives. Since 4,000-plus bills are introduced during each session of the Illinois General Assembly, it is necessary to divide the budget analysis workload between the Senate and the House. The Senate and House Appropriations Committee staffs make detailed reviews of annual operating requests from higher education. After the Senate Committee completes its hearings, the bills are acted on by the full Senate and then sent to the House for concurrence. If the House votes to change the Senate-approved bills, they are then referred to a Conference Committee before coming back to each body for final action. Otherwise the bills are sent to the Governor upon passage by the House. Over the years, there have been cordial and cooperative relationships between the chairman and the minority leaders of the respective Appropriations Committees and the entire budget process generally is handled effectively, given the enormity of the requests for funding, the complexity of individual bills, and the amount of time available for legislators to deal with the higher education budget requests.

The Senate and House Committees on Higher Education are other legislative groups with which the higher education agencies interact with some frequency. These committees do not participate directly in the budget process but deal principally with larger issues affecting the universities.

The Bureau of the Budget (BOB) is part of the executive branch of Illinois state government. Its Director wields important influence with the Governor and the General Assembly because he prepares annual projections about income and expenditures. The budget process on individual campuses begins about 18 months prior to the opening of the General Assembly session at which the formal requests are to be made. Universities ordinarily begin receiving internal requests from departments, colleges and vice

presidential areas sometime between November-February 1 of the year before which the budget bill is to be introduced. By early Spring, institutional budgets are presented to the system office staff and negotiating sessions between the university and system staffs occur during the months of May and June. The system staff then prepares the university and system office requests for approval by the Board of Governors at its July or September meeting. Following Board action, the university president and his staff meet with the system board staff early in the Fall to agree upon the final presentation to be made to the IBHE staff during October and November.

By the first week of December, the IBHE staff completes its analysis and review of university budget requests; if there are points to negotiate, they are handled before the end of the Fall semester. The IBHE staff then prepares its final set of budget requests for approval by the members of the Board of Higher Education at the January meeting. Shortly thereafter, the approved budget requests are translated into formal legislative bills and are presented to the Senate and House Appropriations Committees.

In Illinois, the Governor has amendatory and "line-item veto" authority, which permits him to reduce or delete specific line-item requests from any state budget bill, although he cannot add funds to requests. Ordinarily, the Governor consults with the director of the Bureau of the Budget and completes his approval of bills by the end of September following the termination of the General Assembly on June 30. The process is similar to that followed by other states. It is reasonably efficient and equitable in its outcomes.

Another state agency with which the IBHE and the BOG have contact is the Illinois State Board of Education. Frequently, university presidents and/or deans of the colleges of education also work cooperatively with this agency. Such interactions have increased during the past several

years because of the IBHE mandate for high school graduates to demonstrate success in defined high school course distribution areas in order to be admitted to public universities. Fiscal support for both educational agencies gives common cause for legislative lobbying. The Vice Chancellor for Academic Affairs, the campus vice presidents for academic affairs and the deans of the five colleges of education work closely with public education officials on curricular and program matters of mutual interest.

The Capital Development Board (CDB), is another agency with which the BOG staff and university representatives have frequent contact, since the CDB has major construction responsibility for all state facilities and recommends funding for state buildings. Although campus representatives complain on occasion about bureaucratic procedures followed by the CDB and, they claim, added costs because of CDB regulations governing construction, Board members themselves are rarely involved in procedural matters with respect to the Capital Development Board.

The same holds true for the State Universities Civil Service Merit Board, which establishes state-wide policies and procedures for all public university civil service employees in Illinois, and for the State Universities Retirement System (SURS), which administers the state-funded retirement benefits for university employees. Board members serve as trustees and campus representatives serve on advisory councils of these two agencies and make periodic reports about major matters of interest. Routine contacts with these agencies are carried out by university staff members, who are responsible for relevant civil service and fringe benefit activities.

Ad hoc contacts with other state agencies occur as exigencies require. Western Illinois University is the only BOG university--and only one of four universities in the state--which has an academic degree program in agriculture,

together with an experimental farm. Thus it maintains close contact with the Illinois Department of Agriculture. All of the BOG universities, however, have frequent contacts with various state health and mental health agencies, the State Library, the Department of Transportation and other agencies which have occasion to interact with the campuses. The Illinois Department of Human Rights has jurisdiction over employee discrimination complaints and requests university administrators to assist in investigating such matters.

By-and-large, presidents and Board staff members report few concerns about interactions with other state agencies. A former Board Chairman expressed distaste for "too much civil service bureaucracy" and described the CDB as "a necessary evil" but had no specific complaints (40). Another former Chairman, Paul Stone, cited the failure of the Illinois Building Authority/Capital Development Board to accomplish "things it was envisioned to do when they were (each) established: building costs went up and the quality of buildings definitely deteriorated," he said (41). Similarly, Norma Relph reported that the CDB brought anguish to the Board of Governors "in the early 1970s--but the Board staff and the universities handled bureaucratic matters very well." On the other hand, Frederick McKelvey, the first CEO for the BOG, and Jerome Sachs, along with several other presidents, indicated good cooperation from the IBA/CDB, especially during the halcyon days of the 1960s, when virtually every Board meeting agenda included building construction matters.

Board members ordinarily do not have contacts with the municipalities in which Board of Governors universities are located. Town-gown relationships are routinely handled by university administrators, with only infrequent involvement of the Board, e.g., contracts for water supplies and fire protection. The Mayors and City Councils of Charleston and Macomb work effectively with campus administrators and, except for occasional complaints about noise generated by

off-campus students, report satisfaction in their dealings with Eastern Illinois University and Western Illinois University, respectively.

It is evident that the number of public agencies which have dealings with the universities require significant investments of time and effort by universities and by the Chancellor and his staff. As noted earlier, such relationships tend to be cooperative and courteous.

WHAT'S PAST IS PROLOGUE: WHITHER THE BOARD OF GOVERNORS SYSTEM?

Practically everyone associated with the "System of Systems" in Illinois agrees that a state-wide system of governance is not only necessary but also desirable. However, there is some disagreement about how well the System of Systems operates, and at least two former public university presidents have recommended changes in its structural and functional aspects.

In 1984, Daniel Marvin wrote an article for Illinois Issues that praised the state for appointing a state-wide coordinating system in 1961 but he modified his praise by saying "It (i.e. the System of Systems) has become too complex for today. It creates problems of sameness and bureaucracy." (42) Suggesting that university presidents need to have more time to deal with "management and curricular problems" on their campuses, Marvin decried the number of state-wide meetings that presidents are required to attend and "too many layers of state officials" with which they must deal. Marvin made no specific suggestions for changing the nature of the state-wide governance system in Illinois but his observations did generate some self-study among IBHE members and system staffs.

Three years later, in the same journal, Albert Somit, President Emeritus of Southern Illinois University-Carbondale, raised six major points to support his contention that Illinois should change its governance system, possibly to that of the California system (43). Somit claimed that the Illinois Board of Higher Education protects private colleges rather than furthering the best interests of the public universities, which enroll three times the number of students that the private schools do; that the IBHE is "a compliant gubernatorial tool" in

limiting expenditures for higher education that "is ineffectual in its leadership"; and, that it is "needlessly expensive" and "inherently irrational." The publication of Somit's article created some strong reactions among the IBHE and system staffs. James M. Furman, Executive Director of the IBHE from 1975-1980, was asked to prepare an article responding to Somit's points. It was published in Illinois Issues, November, 1987 (44).

Furman pointed out the tremendous growth in higher education during the 25 years of the existence of the IBHE. Enrollments in public higher education increased from 108,943 in 1961-1962 to 530,565 in 1986-1987, with a corresponding increase in operating budget appropriations from $99.3 million (adjusted to $369 million for inflation) to $1.3 billion over the same period of time. Only one percent of the appropriation budget is spent for costs of the IBHE staff and the four system offices. Furman praised higher education leadership with respect to the governance in Illinois higher education, and concluded that, "If it ain't broke, don't fix it." Furman's response to Somit's article generally was applauded throughout the higher education community, although some administrators joined Somit in the opinion that Illinois should follow a "fix-it-before-it-breaks" principle. There is a consensus, however, that the current System of Systems will continue in its present form and that the Board of Governors of State Colleges and Universities, which itself is responsible for more students, faculty, staff and operating and capital budgets than many state-wide systems, will continue to be one of its five constituent systems.

Among Board of Governors members, there is satisfaction with the way that the Board operates, despite occasional laments that members are more concerned with management than educational issues. Chairperson Evelyn Kaufman initiated an Impact Campaign in 1984 to bring greater visibility to the Board of Governors over the next several years. Chairperson Nancy

Froelich appointed a committee in 1987 to plan for the kinds of academic programs and campus activities that will be needed to provide effectively for students in the year 2000 and beyond. Chancellor Layzell has encouraged the university presidents to enunciate "big picture planning" for the coming decade; in turn, campus planning groups have been directed to generate specific recommendations for curricular, instruction, research and service activities to meet projected enrollments.

After two years under the chancellor form of administration, there is little observable difference in the structure, mission and functions of the BOG System and its constituent universities; in its promotion of shared governance on the campuses; in budget-formulation and distribution of funding from the General Assembly; in relationships of Board members with university presidents and the campuses; or, in the handling of routine business that occupies an important place on Board agendas. Indeed, the past suggests that little change should be expected in the future, given the nature of the higher education enterprise, the success of the BOG schools in fulfilling their missions, and the cooperative relationships that exist between the Chancellor and the presidents and between them and the Board.

There is a recognition on the part of some Board members that more consideration must be given to common campus goals and objectives. There is also commitment to quality at all levels of instruction and to the support of public service and research activities. There is a need to improve communications between the Board and the universities. And there is a need for Board members to continue to face the question of whether it can have strong presidents in a system where so much reliance is placed by the Board on the Chancellor.

One of the lessons of the past is that the Board must insist on hiring top-quality people to lead the universities and to give direction to

campus programs in academic affairs, student affairs, business affairs, admissions, public relations and other major areas. This will require more competitive salaries than are currently paid campus administrators and faculty members. In turn, this will require stronger advocacy for higher funding levels for the Board of Governors system both in absolute dollars and in comparison to other Illinois public university systems. Indeed, two Board members assert that "a different method of funding state universities is needed" (45).

The past record of success, with all its limitations and occasional failures, together with a recovered vitality in the state's economy, a projected increase in enrollments after 1992, and cooperation with the public schools in seeing that high school graduates are better prepared for dealing with rigorous college requirements, is prologue to a productive future for the Board of Governors of State Colleges and Universities and its constituent campuses--and for the System of Systems in Illinois.

APPENDIX

MEMBERS, BOARD OF GOVERNORS OF STATE COLLEGES AND UNIVERSITIES

1965 - 1988

Name	Address	Years of Service
Allen, William	Normal	1967-1970
Althoff, James	McHenry	1979-
Alvarez, Daniel	Chicago	1976-1980
Berlanga, Felicitas	Normal	1975-
Bufalino, Dominick	Norwood Park Township	1975-
Cicero, James J.	Chicago	1973-1979
Davis, Charles A.	Chicago	1967-1973
Davis, Leon	Chicago	1973-1980
Fay, Harold	Alton	1975-1976
Finley, Murray	Skokie	1968-1971
Fisher, Lowell	Fairview	1977-1987
Froelich, Mrs. William (Nancy)	Gridley	1977-
Garner, James	Macomb	1987-
Hale, Joseph R.	Ridgeway	1967-1973
Hartline, J. Ron	Anna	1965-1968
Higgins, Arthur R.	Quincy	1965-1966
Hoffee, William E.	Fairfield	1981-
Kaufman, Mrs. Fremont (Evelyn)	LaSalle	1975-
Ladd, Jeffrey R.	Crystal Lake	1971-1976
Lamet, Mrs. Marion	Warsaw	1967-1971
Lardner, Peter	Rock Island	1971-1980
Lohman, Mrs. Walter (Carol)	Springfield	1967-1974
McBride, William E.	Chicago	1965-1967
Miyares, Marcelino	Evanston	1981-1982
Nelson, Richard J.	Evanston	1965-1968
Parsons, Keith I.	Hinsdale	1967-1973
Phalin, Howard V.	Winnetka	1972-1974
Puffer, Noble J.	Barrington	1965-1967
Relph, Mrs. Warren (Norma)	Peru	1973-1979

Board of Governors Members (continued)

Name	Address	Years of Service
Ruiz, Robert J.	Chicago	1983-
Schuette, Louis	Rockford	1969-1972
Stipes, Royal A., Jr.	Champaign	1965-1972
Stone, Paul	Sullivan	1965-1967
Sutton, Mrs. Clarence (Wilma)	Chicago	1981-
Taylor, W. I., M.D.	Canton	1965-1969
Warner, John III	Clinton	1979-1980
Webber, E. Leland	Wilmette	1967-1975
Wilson, D. Ray	Dundee	1981-

Ex-Officio

Bakalis, Michael	Springfield	1981
Fouts, Donald E.	Springfield	1971-1974
Gillies, William D.	Springfield	1974-1975
Hanson, Lawrence	Springfield	1973-1974
Imle, Albert R.	Springfield	1965-1968
Page, Ray	Springfield	1965-1968
Ranney, George A.	Springfield	1969
Shaw, Cecil	Springfield	1968-1971

Student Board Members

Chicago State University

Name	Years of Service
Vine, John	March, 1974-June, 1974
Washington, William	1974-1975
Wilson, Roscoe	July 1975
Givens, David	1975-1976 (partial)
Morris, Anthony	1975-1976
Powenski, Stephen	1976-1977
Williamson, Euclid	1978-1980
Hodges, Deborah	1980-1981
Jakes, Paul, Jr.	1981-1982
Crumbly, Denise	1982-1983
Poe, Maxine	1983-1984

Student Board Members (continued)

Name	Years of Service
Chicago State University (continued)	
Ward, Anitra J.	1984-1985
Kemp, Eddie	1985-1987
Walker, Melvin	1987-1988
Eastern Illinois University	
Davis, David A.	1973-1975
Covington, James	1975-1976
Marine, Michael D.	1976-1977
Smitley, Debra	1977-1978
Sullivan, Julie	1978-1979
Grant, John	1979-1980
Teele, Terry	1980-1981
Hunnicutt, Dan	1981-1982
Glover, Matthew	1982-1983
Montgomery, Philip	1983-1984
Shepley, Aaron T.	1984-1985
Ashack, Michael	1985-1987
Riordan, Michael	1987-1988
Governors State University	
Keller, Rebecca	1974-1975
Ashford, Lincoln	1975-1976
Barton, Henry III	1976-1977
Macon, Maudstine	1977-1978
Bacon, Phyllis	1978-1979
Di Mascio, Clifford	1979-1980
Labinjo, Babajido A.	1980-1981
Harris, Johnny, Jr.	1981-1982
McMillian, Edward	1982-1983
Chu, Ekoku	1983-1984
Blackburn, Michael	1984-1985
Lulay, Larry	1985-1987
Brookshaw, Curtiss	1987-1988
Northeastern Illinois University	
Kolb, Daniel P.	March 1974-June 1974
Zeitler, Paul	1974-1975
Payette, James	1976-1977

Student Board Members (continued)

Name	Years of Service
Northeastern Illinois University (continued)	
Braun, Mitchell S.	1977-1978
Rzepka, William J.	1978-1979
Alexandrou, Dean	1979-1980
Rohter, Kim	1980-1981
Shaw, Tom	1981-1982
Kaporis, Katherine	1982-1983
Sladek, Michael E.	1983-1984
Fostiak, Wendy	1984-1985
Gouliamos, Tom	1985-1986
Shaw, Tom	1986-1987
Alvarez, Jose	1987-1988
Western Illinois University	
Mahoney, David A.	March 1974-June 1975
Wisdom, Michael	1975-1976
Dillard, Kirk	1976-1977
Ryan, Timothy R.	1977-1978
Cooling, Carol	1978-1979
Battista, Thomas J.	1979-1980
Clarke, Scott	1980-1981
Shannahan, Timothy	1981-1982
Janes, Timothy	1982-1983
Schwigen, Gary	1983-1986
Eckhart, Stephen	1986-1987
Towe, Kathy	1987-1988

CHAIRPERSONS, BOARD OF GOVERNORS, 1965-1987[1]

Name	Address	Years of Service
Paul Stone	Sullivan	1965-1966[2]
Richard J. Nelson	Evanston	1966-June 1, 1968
W. I. Taylor, M.D.	Canton	April, 1969
R. A. Stipes	Champaign	May, 1969-June, 1972
Howard V. Phalin	Winnetka	1972-1974
Jeffrey R. Ladd	Crystal Lake	1974-April 1976
Peter Lardner	Rock Island	May, 1976-August, 1978
Leon Davis	Chicago	September, 1978-May, 1979
Dominick J. Bufalino	Norwood Park Township	June, 1979-1984
Mrs. Evelyn Kaufman	LaSalle	1984-1986
Mrs. Nancy Froelich	Gridley	1986-

---

[1]Terms from July 1-June 30, unless otherwise indicated.

[2]Mr. Stone had been Chairman of the Teachers College Board, which became the Board of Governors July 1, 1965.

CHIEF EXECUTIVE OFFICERS, BOARD OF GOVERNORS,
1965-1988

Name	Years of Service
Frederick H. McKelvey	1965-1970[1]
Ben L. Morton	1970-1974
Jerome M. Sachs (Acting)	1974-1975
Donald E. Walters	1975-1984[2]
Thomas D. Layzell	1984-[3]

---

[1]Prior to 1965 was CEO for Teachers College Board.

[2]Named Executive Director in 1975.

[3]Named Chancellor in 1986.

PRESIDENTS, BOARD OF GOVERNORS UNIVERSITIES, 1965-1987

Chicago State University

Raymond Cook (Dean, Illinois Teachers College, Chicago-South), 1965-1966
Milton B. Byrd, 1965-1974 (Illinois Teachers College-South,1965-1966; Chicago State College, 1966-1974)
Benjamin Alexander, 1974-1982
Paul Brinkman (Acting), 1982-1983
George E. Ayers, 1984-

Eastern Illinois University

Quincy Doudna, 1965-1971*
Gilbert C. Fite, 1971-1976
Martin Schaefer (Acting), 1976-1977
Daniel E. Marvin, Jr., 1977-1983
Stanley Rives, 1983-

Governors State University

William E. Engbretson, 1969-1973, 1974-1976
Keith W. Smith (Acting), 1973-1974
Leo Goodman-Malamuth, 1976-

Illinois State University (July, 1965-June, 1968 only)

Robert G. Bone*

Northern Illinois University (July, 1965-June, 1968 only)

Leslie A. Holmes*

Northeastern Illinois University (continued)

Jerome M. Sachs (Dean, Illinois Teachers College, Chicago-North, 1965-1966; President, Northeastern State College, 1966-1972), 1965-1974
James H. Mullen, 1974-1976
William Lienemann (Acting), 1976-1977
Ronald Williams, 1977-November, 1985 (deceased)
John Cownie (Acting), December, 1985-July, 1986
Gordon Lamb, 1986-

Western Illinois University

A. L. Knoblauch, 1965-1968*
John T. Bernhard, 1968-1974
Leslie F. Malpass, 1974-1987
Ralph H. Wagoner, 1987-

*Presidents of the newly-appointed BOG universities had been presidents of their respective institutions prior to 1965. Illinois Teachers College, Chicago-South and North, were headed by Deans who were coordinated by Executive Officer Frederick McKelvey.

INTERVIEWEES

James Althoff, Board member, McHenry
Jack Bleicher, Vice Chancellor for Legal and Student Affairs, Board of Governors, Springfield
Dominick Bufalino, Board member and past chairman, Norwood Park Township
Leon Davis, former Board chairman, Chicago
Richard Dunn, Legal Counsel, Board of Governors, Bloomington
Nancy Froelich, Board chairperson, Gridley
Jeffrey Ladd, former Board chairman, Chicago
Peter Lardner, former Board chairman, Rock Island
Thomas Layzell, Chancellor, Board of Governors, Springfield
Franklin G. Matsler, former Executive Director, Board of Regents, Normal
Robert A. Pringle, Vice Chancellor for Academic Affairs, Board of Governors, Springfield
Stanley Rives, President, Eastern Illinois University, Charleston
Jerome M. Sachs, President Emeritus, Northeastern Illinois University and former Acting Executive Officer, Board of Governors, Chicago
Wilma Sutton, Board member, Chicago
Richard Wagner, Executive Director, Illinois Board of Higher Education, Springfield
Donald E. Walters, former Executive Director, Board of Governors, now President, Montclair (New Jersey) State College
Ray Wilson, Board member, Elgin

QUESTIONNAIRE FOR USE IN A HISTORY OF THE BOARD OF GOVERNORS FOR CURRENT AND PAST MEMBERS OF THE BOARD OF GOVERNORS OF STATE COLLEGES AND UNIVERSITIES

Area 1 -- Please evaluate the mission, purpose and functions of the Board of Governors as you view them.

Area 2 -- What were important issues faced by the Board while you were a member?

For example:

(a) Your assessment about the impact of collective bargaining for academic employees (the first contract went into effect for the FY1978-1979 academic year, following some years of discussion). What is your opinion after seeing it function since 1979?

(b) What political influences or incidents do you recall which affected the universities for good or ill while you were a member?

(c) The generation of concern about, and actions taken to enhance, Affirmative Action and Equal Opportunity.

Area 3 -- Please describe the role of the Chancellor/Executive Director and relationships of Board members with the Chancellor/Executive Director.

Area 4 -- How did/do you view the role of Presidents and relationships of Board members and Chancellor/Executive Director with University Presidents and their staffs?

Area 5 -- Please assess the governance of higher education in Illinois (the "System of Systems"), with comments you may have with respect to relationships between the BOG and the Illinois Board of Higher Education, other System Boards, the Legislature and the Governor.

Area 6 -- Make any other comments you deem helpful as the author attempts both to portray the activities of the Board and the universities.

For example:

(a) How were Board and university operations affected by other State agencies, such as the Bureau of the Budget, Illinois Building Authority/Capital Development Board, Department of Human Rights et al?

(b) How do you feel about the relationships that were established from time to time between the universities and the Board on one hand and the municipalities in which the universities are located on the other?

PLEASE RETURN AT YOUR EARLIEST CONVENIENCE
(and no later than Jan. 10, 1988) to:
Dr. Leslie F. Malpass
3927 Swarthmore Road
Durham, NC 27707

RESPONDENTS TO QUESTIONNAIRE

Benjamin Alexander, President Emeritus, Chicago State University
James Althoff, current Vice Chairperson, Board of Governors
John Bernhard, President Emeritus, Western Illinois University
Richard Browne, former Acting Executive Officer, Board of Governors
Richard Dunn, Legal Counsel, Board of Governors
Gilbert Fite, President Emeritus, Eastern Illinois University
William Gillies, former ex-officio Board member representing Illinois Department of Public Education
Peter Lardner, former Board Chairman
Mrs. Carol Lohman, former Board member
Frederick H. McKelvey, former Executive Officer, Board of Governors
Daniel E. Marvin, President Emeritus, Eastern Illinois University
Keith I. Parsons, former Board member
Howard V. Phalin, former Board Chairman
Mrs. Norma Relph, former Board member
Robert Ruiz, current Board member
Jerome M. Sachs, President Emeritus, Northeastern Illinois University and former Acting Executive Officer, Board of Governors
Paul Stone, former Board Chairman

REFERENCES

1. Edmund Rausch, ed., Management in Institutions of Higher Learning, Chapter 6, especially. New York: Heath and Company, 1986.

2. Mingle, James R., Effective Statewide Coordination: What Is It? A paper prepared for the Legislation Council of the Southern Regional Education Board. Denver, CO: State Higher Education Executive Officers, 1987.

3. Mingle, op. cit., p. 6.

4. Robert Berdahl, Statewide Coordination of Higher Education, Washington, D.C.: American Council of Education, 1971.

5. Governance of State Colleges and Universities: Achieving Institutional Missions, Washington, D.C., American Association of State Colleges and Universities, 1986 (Approved by membership November 19, 1985).

6. Franklin G. Matsler and Edward R. Hines, State Policy Formation in Illinois Higher Education, Normal, IL: Center for Higher Education, Illinois State University, 1987.

7. A close comparison of the By-Laws, Policies and Practices of the Teachers College Board, 1964 and of the Board of Governors, 1965, was the basis for these observations.

8. John Corson, The Governance of Colleges and Universities (Rev. ed.), New York: McGraw Hill Book Co., 1975.

9. From an interview with Richard Dunn, November 12, 1987.

10. Cited by Benjamin Alexander in his responses to a questionnaire, June, 1987.

11. From an interview with Jeffrey Ladd, past chairman, Board of Governors, November 9, 1987.

12. Quoted from a response to the questionnaire by Daniel E. Marvin, president emeritus, Eastern Illinois University.

13. From an interview with Dominick Bufalino, Norwood Park Township, November 10, 1987.

14. From an interview with Nancy Froelich, Gridley, Illinois, November 10, 1987.

15. Jerome M. Sachs, Reminiscences of Northeastern Illinois University, Chicago: Northeastern Illinois University, 1987.

16. From interviews with members of the Board of Governors staff and with Richard Wagner, Executive Director, Illinois Board of Higher Education, November 12, 1987.

17. Edmund W. Kearney and E. Maynard Moore, A History of Chicago State University: 1867-19_____, Chicago: Chicago State University, 1970.

18. From an interview with Leon Davis, January 28, 1988.

19. Quoted from the 1988 Catalog, Eastern Illinois University.

20. Charles H. Coleman, Eastern Illinois State College: Fifty Years of Public Service, Charleston, IL: Eastern Illinois University State College Bulletin, 1950.

21. Donald F. Tingley, The Emerging University: Eastern Illinois University, 1949-1974, Charleston, IL: Eastern Illinois University, 1974.

22. Cited in the Bulletin, Governors State University, 1987.

23. Jerome M. Sachs, Reminiscences of Northeastern Illinois University, Chicago: Northern Illinois University, 1987.

24. Victor Hicken, The Purple and the Gold: The Story of Western Illinois University, Macomb, IL: Western Illinois University Foundation, 1970.

25. Harlan Ebbeson, "The 1960s: A Reappraisal," Playboy Magazine, January, 1988.

26. Paul Johnson, Modern Times: The World from the Twenties to the Eighties, New York: Harper and Rowe, 1983.

27. Allen Bloom, The Closing of the American Mind, New York: Simon and Schuster, 1987.

28. From Minutes of the Board of Governors, January 17, 1970.

29. Jerome M. Sachs, op. cit.

30. From a news story in the Western Courier, May 20, 1970, Macomb, IL.

31. Personal communication from Glenn D. Williams, Vice President for Student Affairs, Eastern Illinois University, January 5, 1988.

32. From a news report in the Peoria Journal Star, November 8, 1979, p. D4.

33. Charles E. Finn, Scholars, Dollars and Bureaucrats, Washington, D.C., 1978, p. 22.

34. By-Laws, Policies and Regulations, Board of Governors of State Colleges and Universities, 1966, Springfield, IL.

35. From the Minutes, Board of Governors of State Colleges and Universities, June 21, 1965.

36. Taken from an interview with Richard Dunn, Bloomington, IL, November 14, 1987, and from comments made by several other people who were involved with these events.

37. From an interview with Jerome M. Sachs, November 8, 1987.

38. From an interview with Richard Wagner, November 14, 1987.

39. From an interview with Nancy Froelich, Gridley, IL, November 10, 1987.

40. From an interview with Peter Lardner, November 12, 1987.

41. Response to the questionnaire from Paul Stone, June, 1987.

42. Daniel E. Marvin, "Multiple Systems/Multiplying Problems," Illinois Issues, April, 1984, p. 27.

43. Albert Somit, "The Illinois System of Systems: Time for a Change," Illinois Issues, October, 1987, pp. 20-24.

44. James M. Furman, "The Higher Education System of Systems: It Works," Illinois Issues, November, 1987, pp. 18-21.

45. From interviews with James Althoff, McHenry, and Ray Wilson, Elgin, November 16, 1987.

Additional references about governance in higher education not cited in the context of this document:

46. Charles J. Anderson, Composition of Governing Boards, 1985; A Survey of College and University Governing Boards, AGB Special Report of the Association of Governing Boards, Washington, D.C., 1986.

47. Pamela Meyer, Survey of the Relationships Between the System CEO and the Campus CEO at Selected Multi-Institutional Systems with Multiple Campuses. Unpublished manuscript of Board of Governors of State Colleges and Universities, Springfield, IL, 1985.

48. Aims C. McGuiness, Jr., The Search for More Effective State Policy Leadership in Higher Education--Recent State Higher Education Studies and Trends in Coordination and Governance, Denver, CO: Education Commission of the States, 1986.

49. State Postsecondary Education Structures Handbook: State Coordinating and Governing Boards, Denver, CO: Education Commission of the States, 1986.

50. Frank Newman, Choosing Quality: Reducing Conflict Between the State and the University, Denver, CO: Education Commission of the States, 1988.

INDEX

INDEX*

Academic freedom 7f
Affirmative Action, BOG system 73-76
Alexander, Benjamin 34-35, 97, 102
Althoff, James 24, 26, 77, 91, 99, 102, 106
Alvarez, Daniel 69
American Association of State Colleges and Universities (AASCU) 8-9
American Association of University Professors (AAUP) 69
Ayers, George 35, 97

Bernhard, John 47-48, 98, 102
Bleicher, Jack 31, 99
Bloom, Allen 46, 105
Board of Governors of State Colleges and Universities 15
- Budget process 78-80
- Collective bargaining with the faculty 67-71
- Interaction with other state agencies 78-83
- Issues for the future 84-87
- Minutes of 46f
- Mission and structure 15f
- Relationships with staff and presidents 44f

Board of Regents (Illinois) 55, 57, 61, 66, 70
Browne, Richard 10, 102
Bufalino, Dominick 23-24, 30, 91, 95, 99, 104
Byrd, Milton 34, 97

Chicago State University 14, 16, 33-35, 53-55, 62, 65, 66, 68
Cicero, James J. 91
Coleman, Charles H. 36, 104
Collective bargaining, BOG and faculty 29, 67-71
Computer, common software for the BOG 73, 76-78
Cooperative Computer Center, Chicago 73, 76-77
Cownie, John 41, 98

Davis, David 51, 93
Davis, Leon 23-24, 75, 91
Doudna, Quincy 37, 97
Dunn, Richard 19, 22, 46, 67-68, 70, 74-75, 99, 102, 103, 106

Eastern Illinois University 14, 15, 35-38, 46, 49, 53, 58, 62, 65, 66, 73, 75, 83
Ebbeson, Harlan 45, 105

Emerson, Ralph Waldo 21
Engbretson, William 22, 30, 38-39, 97

Faculty, BOG universities 63f
- Council of Faculties, BOG 17, 71
Fay, Harold 69, 91
Fisher, Lowell 26, 91
Fite, Gilbert 37, 97, 102, 104
Froelich, Nancy 25, 85-86, 91, 95, 99, 104, 106
Furman, James 10, 12, 85, 106

Garner, James 91
Gillies, William 92, 102
Glenny, Lyman 10-11
Goodman-Malamuth, Leo 38-39, 97
Governance/Governing Boards, higher education 1-2
- Roles and responsibilities of boards 8-9
- In California 5
- In Illinois, Master Plan 10-13
- In North Carolina 4
- In Virginia 5

Harvard University 2
Hicken, Victor 42, 105
Hines, Edward R. 10, 103
Hoffee, William E. 91

Illinois - Board of Higher Education 44, 51, 71
Illinois Community College System 10, 11, 58
Illinois State Scholarship Commission 23, 58-59
Illinois State University 14, 15, 62, 65, 66, 70
Illinois Teachers College Board 15, 42, 67

Johnson, President Lyndon 52

Kaufman, Evelyn 24, 75, 85, 91, 95
Kearney, Edward W. 33-34, 104
Kennedy, John F. 51

Ladd, Jeffrey 22, 27, 68, 69, 95, 99, 104
Lamb, Gordon 41, 98
Lamet, Marion 25, 91
Lardner, Peter 23, 26, 30, 91, 95, 99, 102, 106
Layzell, Thomas 30, 38, 44, 77, 96, 99
Lennon, John 50
Lind, Al 77
Lienemann, William 31, 99
Lohman, Carol 91, 102

Malpass, Leslie F. 98, 101
Marvin, Daniel M. 37-38, 84, 97, 102, 104, 106
Matsler, Franklin G. 10, 14, 99, 103
McKelvey, Frederick 15, 26-27, 82, 96, 102
Mingle, Joseph 4, 7
Minority students, BOG universities 50, 55, 57-58, 73-75
Mohammed, Harold 76
Moore, E. Maynard 33-34, 104
Morton, Ben 27-28, 96
Mullen, James 41, 98

Nelson, Richard 22, 91, 95
Northern Illinois University 14, 15, 62, 68, 70
Northeastern Illinois University 14, 16, 28, 33, 40-42, 53-54 62-64, 66, 68

Ogilvie, Governor Richard 22
Oxford University, England 2

Page, Ray 25, 102
Parsons, Keith I. 91, 102
Phalin, Howard V. 22, 91, 95, 102
Pringle, Robert A. 31, 99

Relph, Norma 25, 75, 82, 91, 102
Rives, Stanley 38, 97, 99
Ruiz, Robert 26, 75, 91, 102

Sachs, Jerome 28, 40, 47-48, 82, 96, 98, 99, 102, 105-106
Sangamon State University 62, 65, 71
Schmid, Margaret 68
Smith, Keith 38, 97
Somit, Albert 84-85, 106
Southern Illinois University 14, 56-57, 61-63, 66
Stipes, R. A. 21, 91, 92
Stone, Paul 21, 82, 91, 95, 102, 106
Students
- Unrest during 1960s - 1970s 45-51
- Enrollments in BOG universities 51-58
- Representation on governing boards 51
- Student members, Board of Governors 92-94
Sutton, Wilma 26, 75, 91, 99

Taylor, William I. 92, 95
Thompson, Governor James 13, 43
Tingley, Donald F. 36, 104

University of Illinois 14, 49, 56-57, 62, 63, 66
University of North Carolina 4-5
University of Paris 2

Wagner, Richard 12, 30, 71, 73, 99, 104, 106
Wagoner, Ralph H. 43, 98
Walker, Governor Dan 13, 69
Walters, Donald E. 9, 29-30, 68, 74, 96, 99
Webber, E. Leland 25, 92
Western Illinois University 14, 15, 42-43, 48-49, 53-58, 75, 81, 83
Williams, Glenn D. 49, 105
Williams, Ronald 41, 98
Willis, Benjamin 40
Wilson, Ray 26, 91, 99, 106

*Some names listed seriatim in the Appendix are not repeated in the Index.